

PROBLEMS WITH THE 1980 CENSUS COUNT

JOINT HEARING
BEFORE THE
COMMERCE, CONSUMER, AND
MONETARY AFFAIRS SUBCOMMITTEE
OF THE
COMMITTEE ON
GOVERNMENT OPERATIONS
AND THE
CENSUS AND POPULATION SUBCOMMITTEE
OF THE
COMMITTEE ON
POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
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(III)

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CONTENTS

	Page
Hearing held on July 31, 1980.....	1
Statement of—	
Anderson, William J., Director, General Government Division, U.S. General Accounting Office; accompanied by Jack Kaufman.....	236
Barabba, Vincent, Director, Bureau of the Census, Department of Commerce; accompanied by Daniel B. Levine, Deputy Director; and George G. Hall, Associate Director.....	161
Berkley, Richard, mayor of Kansas City, Mo., on behalf of the National League of Cities; accompanied by Cynthia Pols, National League of Cities.....	98
Drescher, Charles, director, Community Analysis and Planning Di- vision, Community Development Department, city of Los Angeles, Calif.....	111
Garcia, Hon. Robert, a Representative in Congress from the State of New York, and chairman, Census and Population Subcommittee of the Committee on Post Office and Civil Service: Opening state- ment.....	2
Hauser, Philip M., former Acting Director, Bureau of the Census, Department of Commerce, and professor emeritus, urban sociology, University of Chicago.....	32
Jackson, Maynard, mayor of Atlanta, Ga., and chairman of the Com- mittee of Inquiry Into the 1980 Census, U.S. Conference of Mayors; accompanied by Joan Bannon, U.S. Conference of Mayors.....	51
Koch, Edward I., mayor, city of New York, N.Y.; accompanied by David Jones, special adviser.....	8
Moynihan, Hon. Daniel P., a Senator in Congress from the State of New York.....	123
Rosenthal, Hon. Benjamin S., a Representative in Congress from the State of New York, and chairman, Commerce, Consumer, and Monetary Affairs Subcommittee of the Committee on Government Operations: Opening statement.....	1
Letters, statements, etc., submitted for the record by—	
Anderson, William J., Director, General Government Division, U.S. General Accounting Office: Prepared statement.....	264-274
Barabba, Vincent, Director, Bureau of the Census, Department of Commerce: District offices, areas within and dates when "blitz" enumeration occurred.....	241-260 196-235
Prepared statement.....	
Berkley, Richard, mayor of Kansas City, Mo., on behalf of the National League of Cities: Appendix to prepared statement....	102-110
Bradley, Tom, mayor, city of Los Angeles, Calif.: Prepared statement..	112-120
Hauser, Philip M., former Acting Director, Bureau of the Census, Department of Commerce, and professor emeritus, urban sociology, University of Chicago: Prepared statement.....	47-50
Jackson, Maynard, mayor of Atlanta, Ga., and chairman of the Com- mittee of Inquiry Into the 1980 Census, U.S. Conference of Mayors: Prepared statement.....	92-97
U.S. Conference of Mayors 100-city survey entitled "How Cities View the 1980 Census".....	53-85

Letters, statements, etc.—Continued

Koch, Edward I., mayor, city of New York: Prepared statement.....	
Moynihan, Hon. Daniel P., a Senator in Congress from the State of New York: Prepared statement.....	13
Rosenthal, Hon. Benjamin S., a Representative in Congress from the State of New York, and chairman, Commerce, Consumer, and Monetary Affairs Subcommittee of the Committee on Government Operations: Library of Congress study entitled "Legal Considerations in Census Bureau Use of Statistical Projection Techniques To Include Uncounted Individuals for Purposes of Congressional Reapportionment".....	17

APPENDIXES

Appendix 1.—Statement by Hon. Newt Gingrich, a Representative in Congress from the State of Georgia.....	
Appendix 2.—Bureau of the Census' responses to questions submitted by Congresswoman Geraldine A. Ferraro.....	

Page
3-31
-100

PROBLEMS WITH THE 1980 CENSUS COUNT

-192

THURSDAY, JULY 31, 1980

HOUSE OF REPRESENTATIVES, COMMERCE, CONSUMER, AND
MONETARY AFFAIRS SUBCOMMITTEE OF THE COM-
MITTEE ON GOVERNMENT OPERATIONS, AND CENSUS
AND POPULATION SUBCOMMITTEE OF THE COMMITTEE
ON POST OFFICE AND CIVIL SERVICE,

Washington, D.C.

275
281

The subcommittees met, pursuant to notice, at 10 a.m., in room 2247, Rayburn House Office Building, Hon. Benjamin S. Rosenthal (chairman of the Subcommittee on Commerce, Consumer, and Monetary Affairs) presiding.

Members present from the Commerce, Consumer, and Monetary Affairs Subcommittee: Benjamin S. Rosenthal, Eugene V. Atkinson, John Conyers, Jr., Elliott H. Levitas, and Lyle Williams.

Members present from the Census and Population Subcommittee: Robert Garcia (chairman), Geraldine A. Ferraro, Mary Rose Onkar, James A. Courter, Charles Pashayan, Jr., and Jim Leach, Committee on Post Office and Civil Service.

Staff present from the Commerce, Consumer, and Monetary Affairs Subcommittee: Peter S. Barash, staff director; Andrew Savitz, professional staff member; Doris Faye Ballard, clerk; and Jack Shaw, minority professional staff, Committee on Government Operations.

Staff present from the Census and Population Subcommittee: Mike Ferrell, staff director; Tricia Kinch, staff assistant; and Ted Kazy and Cindy Sprunger, minority professional staff, Committee on Post Office and Civil Service.

OPENING STATEMENT OF HON. BENJAMIN S. ROSENTHAL, CHAIRMAN, COMMERCE, CONSUMER, AND MONETARY AFFAIRS SUBCOMMITTEE OF THE COMMITTEE ON GOVERNMENT OPERATIONS

Mr. ROSENTHAL. The subcommittees will be in order.

Today, the Commerce, Consumer, and Monetary Affairs Subcommittee, together with the Census and Population Subcommittee, continues its oversight into the Census Bureau's planning and procedures for the 1980 census.

The decennial census will be used as the basis for the reapportionment of the House of Representatives, the redistricting of the States, and the distribution of over \$500 billion worth of Federal funds over the next decade.

We will be hearing today from a number of mayors from around the country about the problems they have been having in getting the full

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population of their cities counted. Many of these problems may be traced directly to inadequate planning or faulty procedures on the part of the Census Bureau.

The cancellation of the precensus local review, the failure to hire enough enumerators, the inadequacy of advertising in minority media, and the refusal of the Bureau to keep district offices open until all disputes are resolved are issues that will be discussed.

There is, however, an issue here which transcends the operational success of the census count. We are told that even if the Census Bureau's operations were perfect, there would still be an undercount. In a nation as large, as diverse, and as mobile as ours, it is simply impossible to physically count everybody.

This would not be a problem if the undercount was evenly distributed among our population, but it is not. In 1973, the Census Bureau reported that the physical count during the 1970 census missed more black people than white. As a percentage of their respective populations the 1970 decennial census missed four times as many blacks as whites.

There were no hard data prepared on the extent of the Hispanic undercount in the 1970 census, but it is reasonable to assume that it was at least as large as that for blacks.

We are committed in this country to the principle of equal protection under the law. This is embodied in the Constitution, a basic purpose of which is to insure equal representation for equal number of people. This principle is clearly violated if the census undercounts blacks, Hispanics, and other minorities.

It has been suggested that this inequity could be corrected by an adjustment which would take these uncounted people into account. The adjustment could be made in such a way as to make the census a more accurate reflection of our real population.

Some of the questions that the subcommittee will examine today are as follows:

Will there be an undercount in the 1980 census?

To what extent have failures in the Census Bureau's planning and procedures contributed to the undercount?

What steps can the Census Bureau take at this time to improve the accuracy and completeness of the census physical count?

When the count is concluded, will minorities be disproportionately undercounted?

Is it possible to adjust the census so as to make the final figures a more accurate reflection of the real population? If so, can adjustment be made in time for congressional reapportionment?

Chairman Garcia?

**OPENING STATEMENT OF HON. ROBERT GARCIA, CHAIRMAN,
CENSUS AND POPULATION SUBCOMMITTEE OF THE COMMITTEE
ON POST OFFICE AND CIVIL SERVICE**

Mr. GARCIA. Thank you very much.

It is a pleasure for my subcommittee to be holding these joint hearings today with my friend and colleague, Congressman Ben Rosenthal.

Both Congressman Rosenthal and myself, along with many others, share a deep concern that the census count, especially in urban areas of America, represent a true and accurate tally of this country's population.

For various reasons not everyone is going to be counted in this 1980 census. This not only undermines the accuracy of the census, but it also penalizes many communities in terms of political representation and Federal funding.

Funds for education, housing, health care, employment, day care, community programs, and general revenue sharing are included. Officials in cities with heavy concentrations of people, especially minorities, are more likely to have an undercount problem.

These officials maintain that they are not, in many instances, presently receiving their fair share of Federal moneys. As one from the city of New York, I can attest to that.

Equally important is the change in political boundaries which will occur after the census.

I want to thank my colleague, Ben Rosenthal, and his subcommittee for this opportunity. We have assembled between us an impressive group of witnesses from various cities that are going to provide us with their personal insight into the census progress in their respective cities.

Mr. ROSENTHAL. Congressman Leach?

Mr. LEACH. Thank you, Mr. Chairman.

I appreciate the opportunity to join with the members of these two subcommittees this morning. Your statement that the hearings are to examine the nature, extent, and impact of the census undercount gets at the heart of one of the keenest political controversies to be generated in recent months.

Virtually all interested parties agree that there will be an undercount. There was one in 1970 and in prior censuses. It is impossible to count with absolute precision every living soul in the United States.

Rather, the divergence of opinion occurs when one moves on to the next question of what to do about a census undercount. There are those that feel an undercount estimate can never be precise enough to assure fairness in adjusting numbers for the reapportionment of congressional seats or the distribution of Federal funds.

There are others who feel an adjustment ought to be used only for the distribution of Federal funds, but not for reapportionment purposes. There are those, finally, who feel an undercount adjustment is needed, both for reapportionment and for distributing Federal funds.

Given the problems associated with determining a precise undercount on a professional statistical basis, and given the fact that the census has not even been completed, I believe it is highly premature to say that, in fact, there has been a significant undercount, or even where such an undercount occurred.

In 1970, for example, we know now that southern rural areas were probably undercounted to a greater extent than northern urban areas. With the new local review program underway, it is my guess that every responsible mayor in the country has made appropriate preparations to verify and correct census counts before they are finalized.

Under local review, we should be able to catch many of these individuals earlier censuses may have missed. It must be made clear,

however, that pressures to adjust the final census count(s) which will be completed and submitted to the President later this year for purposes of reapportionment, raise the alarming prospect of nefarious statistical gerrymandering for political ends.

Too frequently those who advocate adjusting statistics arbitrarily to take into account undercounts, have as their objective maximizing counts for their respective jurisdictions, not statistical accuracy.

In the midst of this political fracas, it is absolutely imperative that the statistical integrity and impartiality of the Bureau of the Census be protected. To choose differently is to invite tinkering and ceaseless litigation. Ultimately resulting in effective disenfranchisement or dilution of representation of millions of legitimately counted and documented individuals by the addition of these guesstimate phantoms.

When one further adds to those facts the prospect that many of those undercounted or missed are likely illegal aliens, the injury to legitimately counted citizens of our society is amplified many times over.

To avoid a large undercount problem, we must concentrate on obtaining as accurate a count as possible during the 1980 census process. This \$1 billion census represents an unprecedentedly high investment in accuracy. We need to give the 1980 census every chance to succeed before we draw hasty, politically-motivated conclusions on the need for adjustment for undercounts.

To press now for major adjustments, I might caution, may ultimately be against the best interest of those representing major urban areas as they may, surprisingly, need less adjustment for undercount than some of the rural areas of the South, for example.

Further, those now unhappy with the actual enumeration statistics could quite likely be just as unhappy if an adjusted figure just was not high enough to suit their political objectives.

Historically, there has never been any departure from the actual head count as the fairest possible basis for democratically apportioning political representation.

Yet, at this point, millions of Americans face the prospect of effective disenfranchisement if the political system produces a mirror of America like the politicians wish they could see instead of a mirror reflecting the votes of migrating feet.

America is ever moving, and an honest ballot box must reflect an honest count. Since the greatest outmigration of people has occurred in recent years away from urban centers toward suburban and rural areas, and since the 25 congressional districts which have lost the most population are in such urban areas, what is now at stake is a rural-versus-urban battle with enormous philosophical ramifications.

Today, urban centers are already overrepresented to the disadvantage of more rural and suburban districts. Any effort by sophisticated urban interests with heavier political clout than their country cousins to assure a generous count, or to protect the existing advantageous status quo, will ultimately destroy the one-man, one-vote principle and undermine the efforts of those minorities who have been counted and cooperated with the census to gain the recognition that past censuses did not give them.

Their fair representation, along with that of others who have traditionally been easier to count, must not be canceled by permitting representation for undocumented, elusive, and possibly nonexistent persons.

Given the importance of decennial censuses for apportionment and the distribution of billions of dollars of Federal funds, I would argue vigorously that the best protection for all Americans is to place faith in the professionalism of the Census Bureau rather than the political paranoia of big city mayors.

Thank you.

Mr. ROSENTHAL. That 2 minutes took 5 minutes.

Mr. LEACH. I beg your pardon.

Mr. ROSENTHAL. Mr. Williams?

Mr. WILLIAMS. Mr. Chairman, I simply want to indicate my support for this hearing, and to recognize the necessity of it. I am looking forward to the testimony of these fine witnesses on both sides of the issue.

Mr. ROSENTHAL. Mr. Courter?

Mr. COURTER. Thank you, Mr. Chairman.

I want to take the opportunity to extend my personal welcome to the witnesses we have with us this morning. The billion-dollar 1980 census is obviously of enormous consequence to those areas represented today, as well as the rest of the country.

So I look forward to hearing from each of our distinguished guests and the progress of the census operations in their respective jurisdictions.

I might add that the Census Subcommittee of the House Post Office and Civil Service Committee has held a series of field hearings over the past 1½ years to very carefully monitor the planning and execution of the census.

I have had the privilege as the ranking minority member of the subcommittee, to work closely with our able and energetic chairman, Bob Garcia, in that endeavor. I believe he has performed a viable service to this body in keeping a very watchful eye on the taking of the 1980 census.

Early reports on the census itself suggests the mail return rate of about 86 percent is well above our expectations and holds forth the hope that things may be going better than earlier anticipated.

On the other hand, a number of problems have surfaced to which I am very hopeful that the current local review program will provide a satisfactory resolution.

I commend you, Mr. Chairman, for convening this hearing and hope the record established will make a significant new contribution to the debate on the 1980 census.

Thank you, Mr. Chairman.

Mr. ROSENTHAL. Mrs. Oakar?

Mrs. OAKAR. Thank you, Mr. Chairman.

First of all, I want to thank you for having this hearing. And I want to thank my chairman for also cosponsoring this hearing.

I am very concerned about the census and about leaving it to the professionals because my city of Cleveland, for example, lost millions of dollars because they were so undercounted in 1970.

I think it transcends political issues. I think it relates directly to the American taxpayer who is getting shortchanged, literally, by not being counted properly.

I want to add another segment of the population that is very, very seldom mentioned, that is traditionally grossly undercounted, and that is our older Americans. Fifty percent of the older people in the State of Ohio who are on fixed income, for example, live in my city of Cleveland.

Now if they are not counted properly, that means that some of these individuals will not get a decent meal a day. We all understand that the Meals on Wheels program, for example, and health care programs and a variety of social service and housing for our older people, particularly those on fixed incomes, depend on population.

So, I really feel this is a very important hearing. I feel very strongly that my city of Cleveland, at this moment, believes it is being undercounted and may follow through with some legal action if they do not get what they think is just and if they do not get an orderly count.

For that reason, I think this is probably the most important hearing we are going to have on this issue before the final count is over.

Mr. ROSENTHAL. Mr. Atkinson?

Mr. ATKINSON. Mr. Chairman, this is my favorite theme. Everyone is concerned about the undercount. I am particularly concerned about the overcount. We talked about the counting of illegal aliens with the Director of the Census.

We talked about 11,000 Iranian students coming here since the Shah's disposal. Yet, they do not count the 52 hostages. They count the boat people and they count the prisoners in jail.

If the census was being taken in July instead of April, we would probably be counting 140,000 Cubans into the census.

The question is with the cities. I understand why they are concerned with the undercount because they have to care for these persons even though they are here illegally.

The point remains, however, that if they were sent out of the country because they are not legally here, then they would not have the problem of trying to care for them. According to Secretary Marshall, Secretary of the Department of Labor, somewhere around 10 percent of unemployment could be affected if illegal aliens were not on our shores.

So, again, Mr. Chairman, I appreciate the opportunity to raise the question of why illegal aliens are counted in the census and why there is an overcount in that regard.

Mr. ROSENTHAL. Ms. Ferraro?

Ms. FERRARO. Thank you, Mr. Chairman.

I appreciate the opportunity of participating in these hearings. I join you in welcoming our distinguished witnesses today, although I am a little reluctant to ask the question: How are we doing, Mr. Mayor?

Early in the 96th Congress, as a member of this subcommittee, I began expressing my concerns about the level of outreach necessary to conduct a complete count.

My district in Queens is very ethnic, according to the 1970 census, 55 percent of the people are of foreign stock. Their mother tongue

include, in addition to English, French, German, Hungarian, Italian, Polish, Russian, Spanish, Yiddish, and Greek.

Interpreters in the Library of Congress and I have developed a very close relationship, as I often receive mail which my staff and I not only cannot read, but we don't know what language it is. I explain this because I believe that a lack of adequate outreach to these areas and these types of communities will result in an undercount in ethnic areas.

Naturally, as a member of the New York delegation, I am very concerned about the illegal alien problem, which I know we will discuss today.

But I am equally concerned, if not more so, about the problems relating to counting legal aliens. I doubt that my constituents who write to me in Greek and Serbo-Croatian have open lines of communication with the census offices.

In fact, before the district offices were staffed, I personally wrote to the 60 ethnic organizations in my district of which I am aware, urging them to become involved in the census to insure that enumerators speak the languages of the people of the Ninth Congressional District.

Quite unfortunately, this lack of outreach has affected more than the non-English-speaking urban residents. Prior to the census, this subcommittee discussed the problem of counting urban residents. Quite simply, they do not readily open their doors.

Again, in my own district I have more than 70,000 senior citizens. Most of them will not open their doors to census enumerators. They are, however, eager to participate in the census.

My office handled inquiries for senior citizens who did not receive questionnaires and who asked to have one sent to them. They were told an enumerator would visit them and they would have the opportunity to participate at that time.

That may work in other parts of the country. But as my colleague from Queens, Chairman Rosenthal, will attest to, it does not work in our urban areas.

We are faced with the uncomfortable situation of people wanting to participate in the census, but being unable to do so because they are not able to have a questionnaire sent to their home.

These are some of my concerns. I know the distinguished panel of mayors with us this morning share these interests and have some additional ones.

It is a pleasure for me as a new Member to participate in these hearings chaired by two of my colleagues from the city, at which both the mayor and the Senator from New York will testify.

I made my remarks brief because I am anxious to hear their testimony.

Mr. ROSENTHAL. Our first witness this morning is a former colleague, the distinguished mayor of the city of New York, Edward I. Koch.

We are delighted you could be with us. We are sorry there has been a delay in getting started, but I am sure you will bear with us.

We know that your testimony is significant, important, and consequential. We intend to listen to it attentively and with great care and caution.

We are delighted you are with us.

**STATEMENT OF EDWARD I. KOCH, MAYOR, CITY OF NEW YORK
N.Y.; ACCOMPANIED BY DAVID JONES, SPECIAL ADVISER**

Mr. KOCH. Thank you, Mr. Chairman.

First let me say, Mr. Chairman, that it is a special pleasure for me to come back and testify before this committee because of my affection for the Congress as an institution and the personal affection that I have for the colleagues with whom I served, a number of whom are on this panel, and to meet the new Members I did not serve with.

What I would like to do, Mr. Chairman, is file my full statement which has a number of facts in it. But I would prefer to speak off the cuff.

Mr. ROSENTHAL. Without objection, your prepared testimony, in its entirety, will appear in the record.

That means that posterity will read it forever and ever.

Mr. KOCH. Not unless you put it in the Congressional Record, Mr. Chairman. [Laughter.]

What I would like to point out, Mr. Chairman, is how badly the census has been done in the city of New York. I think that is true in every other urban center of any major proportion.

I had a little television discussion with Mr. Barabba. What I am saying is not personal, it is professional. I am directing myself at the professional aspects of the office that he directs.

There is no question that there is an undercount. The question is the size of it. There has been an undercount since 1890, 1920, 1940 and 1970. They have never been corrected.

We live with those undercounts for a 10-year period. If an undercount remains as a result of what the Census Bureau did or did not do in 1980, over the next 10 years New York City will lose probably four Members of Congress. New York City will lose upwards of \$1½ billion that comes as a result of the revenue formulas which relate to per capita aid.

That is not acceptable. It is intolerable, particularly when it can be corrected.

I want to make it very clear. We do not want to have a single person counted who is not there. We do not want a single dollar to come to us as a result of some phantom person, nor do we want a single dollar lost because a real person was not counted.

That, in fact, is what is happening.

Reference has been made to the fact that the undercount is even greater amongst nonwhites in the minority community. That is not the city of New York saying that. That is a figure that the Census Bureau accedes is correct.

The figures that we believe are incontrovertible are that in 1970 7.7 percent of black citizens were missed, four times the white rate.

Eighteen percent of black men between the ages of 25 and 44 were not counted. The result of this is catastrophic, when you consider that urban areas across this country are becoming, in some cases, majority nonwhite and in many cities, close to majority, as in the city of New York.

For us to suffer that loss in count, when we have such problems, it is a catastrophe. What are the problems? The problems are problems of poverty. How do you deal with problems of poverty?

You deal with problems of poverty not through local resources—that is not possible. I do not want to burden you with irrelevant statistics, but I want to tell you that at this particular moment we are spending, in the city of New York, \$1.1 billion out of local tax-levied dollars for medicaid and for welfare maintenance. That is the local share, not participated in by the State or Federal Government. They give on top of that.

Our share in a whole host of programs will be reduced if our count is reduced. We are serving an illegal alien population. What do you do? Do you turn them away from the hospitals? Did the city of New York open its borders to illegal aliens?

We did not. That is a Federal responsibility. And if the Federal Government is unable to deal with it in terms of keeping illegal aliens out or adjusting their status in some way—and I do not want to get into how you shall do it—that is your prerogative.

But then at least allow us to have the wherewithal to deal with the problems which you created for us. Otherwise New York is not dealt with fairly.

What is interesting to me—if I understand the position of Mr. Barabba, and he will be making his own position clear later on—but as I understand it, they would consider maybe making some adjustment in terms of dollars as it relates to formulas because they understand that there is indeed an undercount.

But they would not consider making changes in the same way with respect to representation. Let me tell you. Representation is at least as important from the principle of democracy as dollars are.

But indeed it is even more important because it is those Representatives who relate to a whole host of legislation not simply related to dollars. Shall we be deprived of that representation?

The estimate is that if the undercount is not adjusted, we will lose between three and four Congressmen from the city of New York.

Let me give you an illustration of exactly why we think we can demonstrate that there is an undercount even though they concede it. But we can show you some figures.

Allegedly the forms went out to all the people in the city. I say allegedly because the address register that the Census Bureau purchased came from the private commercial mailing firms. They had not upgraded their listing in the poor areas for probably 10 years.

Therefore, people did not get the form. How do we know that? Well, there was some publicity, some publicity that we mustered up. We had some volunteers out there, although to the discredit of the Census Bureau they relied on free publicity and free ads—and you may get them in the New York Times. You may get them in the Daily News and the New York Post, but the ethnic newspapers do not provide free ads. They live on advertising.

It was incumbent on the Census Bureau to pay for advertising if they wanted to reach the ethnic communities—black, Hispanic, Ukrainian, Slavics, and a whole host of Italians and other communities. There are ethnic communities in our city of every group. There are 60 of them which were mentioned a moment ago.

The Bureau had an obligation to take ads and pay for those ads. Otherwise they were not carried.

Well, what did we do? We got calls. I want to give you a sampling of it.

The city received calls at that particular moment from 1,500 people who called up and said they did not get a census form. We had given a lot of attention to the media. It reached some people.

We had said: "If you do not get an ad, call us." Some people heard that, and 1,500 people called in. Pursuant to the suggestion of the Census Bureau, we turned those names and addresses over to the Census Bureau.

But then we did something else, Mr. Chairman. We went back and called up these 1,500 people and we asked whether they had received the forms. In a recheck earlier this month, 30 percent, or 400, still had not been contacted by the Census Bureau. Obviously that is only the tip of the iceberg.

We have a situation where you have high-crime areas in the major cities of this country—that is no secret. There are some parts of town that are considered to be high crime. The victims are the people who live there. Overwhelmingly, but they are high crime.

Some of our utility companies recognize that, and know that if you are going to go in and you are going to check a utility in the private sector to send two people in for safety and a sort of reassurance.

We asked the Census Bureau to do that. They would not do it. I am telling you that when you send one person into a high crime area, you are not going to get an honest count.

It is not because they are bad people, the enumerators. It is because they are normal and they are frightened. You are not going to get an honest count.

Should we suffer for that? I think not. When you find a situation where the Census Bureau says that they need a number of people to do an honest count, and they are only able to hire 59.7 percent, or 60 percent of the numbers they actually need, will you get an honest count?

Or, when they do not pay these people for 4 weeks or 6 weeks so there is no motivation; will you get an honest count? I do not think so.

What we are saying is that they have not done their job. What is it that we propose to be done?

We are living in the 20th century; but not the Census Bureau. How do you use the techniques of the 20th century?

We can predict, as of the day—and hopefully the prediction will change—who is going to be the next President by taking a poll and calling up 1,500 people nationwide. Within a very modest statistical rate of error, you will know, as of that day, who will win that race.

Mr. ROSENTHAL. You are ruining the day for us.

Mr. KOCH. I said as of the day. [Laughter.]

Mr. WILLIAMS. Not for all of us. [Laughter.]

Mr. KOCH. Will that technique not be used in the census? If you know, according to the Census Bureau, that you have a statistical rate of error, and you know, according to the Census Bureau, that in 1970, 7.7 percent of blacks were missed, would you not use the techniques of the 20th century?

I made this reference before, and I am going to make it again. Two thousand years ago it was adequate, if you wanted to count the people, to ask everyone to come to city hall in Jerusalem. They counted you. It was a head count.

You cannot do that in the cities of America today. [Laughter.]

You have to go out and use modern techniques. Modern techniques require the computers. Modern techniques require extrapolation based on the surveys that are taken. Modern techniques mean that if you only have 60 percent of the people you need to do an inadequate census to begin with, that you take them and you go into a smaller area.

Based on that smaller area and an apartment-by-apartment count, you extrapolate for the whole area. They did not do it.

I must say of all the departments I have ever come in contact with it is the Census Bureau that is most inflexible. It is like they run the Government. They do not run the Government. I do not think they do, anyway. I hope they do not.

I would like to address myself to some of the comments you made, Mr. Leach. I respect them, but I do not happen to agree with them.

It is not that we want an edge. Why should we suffer a loss? Why is it that if by agreement there is an undercount that a technique cannot be evolved when these techniques are there to make up for that undercount.

Yes; we want the mirror of America—to use your phrase. I think it is a very good phrase. We are part of America. We want to be counted.

Thank you, Mr. Chairman.

Mr. ROSENTHAL. What can be done now to correct the problem? Can anything be done now to correct the problem?

Mr. KOCH. Yes; I think there can. There are bills which you are a major sponsor of. There is the Rosenthal bill and the Moynihan bill.

As I understand the amendment you are dealing with, it relates to the formula in providing for the undercount in the allocation of dollars.

That certainly should be pursued. As I understand the bill on the Senate side, the Moynihan legislation would handle both the representation and the dollars. I hope on the House side the representation will also be included.

There is no reason why there ought not to be congressional mandates upon the Census Bureau. What are they? Are they a law unto themselves?

It seems to me that the administration can do something about that. I do not understand why it is that the administration believes that this agency shall run amok, shall run wild, and impose its will on the country. Why?

Therefore—and we have done it on so many occasions—we have urged the White House, and we have urged the administration to control these people. They do not run the country. You do. You and the Congress do. [Laughter.]

Mr. ROSENTHAL. In other words, the problems that exist could be corrected forthwith administratively?

Mr. KOCH. Absolutely.

Mr. ROSENTHAL. More people would be able to do a better job and do all the administrative things that should be done. But even so, a projection of an undercount and an adjustment would still be necessary?

Mr. KOCH. Absolutely, Mr. Chairman.

Mr. ROSENTHAL. I want to go back to the question about how they work the census in New York. The same experiences you told us of I reported to the Census. It was not low-income areas. It was Carlyle

Towers in Flushing which is a 24-story middle-income building. No one in there received a form. There were other areas such as that.

What can you tell us about the list that they used? Where did they get the list, if you know?

Mr. KOCH. I am told—and David Jones is the special adviser who is in charge at city hall of this miraculous job—in terms of what we could do, that there was an address register which was purchased by the Census Bureau from private commercial mailing firms, and that those registers were not up to date. It is obvious they were not up to date.

Mr. ROSENTHAL. Later we will hear from the General Accounting Office that did a report on the use of that list.

One of the things the census people have suggested is that there was a transportation strike in New York City, which compounded their problems because the Postal Service was working less than its usual efficient self.

Did you deal with that in any way? Do you have any thoughts or comments about that?

Mr. KOCH. Even if the Postal Service was somewhat inhibited, although I frankly do not think that it had any great impact on them because their mail is basically delivered by truck, and, in fact, it was easier for them to get around, I think, because we had emergency lanes of traffic for these vehicles, I do not believe that the failure was in the failure to deliver something that was sent.

It was not sent. You cannot deliver a package that was not sent.

Mr. ROSENTHAL. Chairman Garcia?

Mr. GARCIA. Thank you very much.

I would like, Mr. Mayor, to get back to the question of those persons who were residents of the city of New York and who may not be citizens of this country.

It has become a political football by those who, for whatever reasons, may interpret it as politics on the part of those of us who are Members of Congress. Mr. Mayor, you know I take a backseat to no one in terms of the Census Subcommittee's chairmanship. We have traveled to every major city in this country, preaching the gospel of the census.

We know the importance of it. I would just like to state one quick point to you, Mr. Mayor, if I may.

Article I, section 2 of our Constitution requires that the census be taken every 10 years. The 14th amendment, Mr. Mayor, requires that the enumeration of the whole person—and I want to underline the whole person. Elsewhere in the 14th amendment, Mr. Mayor, it says we are citizens. The word "citizens" is actually employed.

So, for the census, the people who put the Constitution together knew exactly what they were doing. Where they wanted to say citizens, they said citizens. Where they wanted to say whole persons, they said whole persons.

That is very important for you and me, Mr. Mayor, as residents of the city of New York, and you as its chief executive. I take offense to those people who use the word that we are using the illegals or undocumented persons as a tool for political power.

That could not be further from the truth. You, as our chief fiscal officer, as our chief officer, know that. We have been—case after case,

down the line—paying the price of not counting every person in the city of New York.

I would just like to say one other point, Mr. Mayor, if I may. I want to here, in front of this assembly, to say that Dave Jones, your assistant, has been a super person in terms of handling the census for the city of New York. I commend you for making the choice of Mr. Dave Jones.

Mr. KOCH. Thank you.

Mr. ROSENTHAL. Mr. Williams?

Mr. WILLIAMS. Mr. Mayor, I have just one question. Is there any mechanism to correct the error(s) that you perceive that the Census Director has made available to your city?

Mr. KOCH. I do not believe that any of the offers made by the Census Bureau, as presently constituted, will correct the error.

I believe that—

Mr. WILLIAMS. Is there any corrective mechanism at all that they have made available to you?

Mr. KOCH. They said they are going to keep their offices open for a reasonable period of time. We have said they should keep their offices open so long as there is any question between them and the city of New York on the accuracy. They have refused to concede that.

Mr. WILLIAMS. What percentage of accuracy do you think they have attained? Maybe you have stated that and I missed it.

Mr. KOCH. We do not have all the figures in yet. But the figures recently released show that in the Harlem area, which is Congressman Rangel's district, in the last 10 years we have lost 113,000 people.

We do not believe it.

In the Brooklyn Heights area, which is Congressman Fred Richmond's district—and which is one of our fastest growing districts—we have lost 75,000 people.

I just do not believe it.

We do not know, at this point, what the total reduction will be. So I cannot give you that figure. Some have estimated it at 10 percent or more, based on the preliminary figures.

Mr. WILLIAMS. The thrust of your testimony is two-pronged, as I understand you. One is that the count is not accurate. I think most of us recognize that there is a certain degree of inaccuracy.

The other point you have made very clearly is the failure of the Bureau to work with you in solving the problem. I am anxious to hear the testimony of the Director.

Thank you, Mr. Chairman.

Mr. ROSENTHAL. Mr. Atkinson?

Mr. ATKINSON. Going back to the illegal alien question, or whatever terminology you want to use, would not your city be better off if there were no illegal aliens?

Mr. KOCH. Let me say this about illegal aliens.

My own approach to illegal aliens is that there should be, if at all possible, some way to provide a compassionate response, based on individual cases.

If we cannot show that individual compassionate response, then indeed we cannot just lower the bars and allow everyone to come here.

That would be my philosophical position. It does not work. The Federal Government is not able to control its borders.

So as long as they are not able to control the borders, then I have said that you should provide some kind of overall blanket response to these people. If you do not, we in New York are picking up the bill.

Until you are able to control the borders, at least make it possible for us to deal with the problem fiscally which is the creation of the Federal Government.

Mr. ATKINSON. Do you not think at the time the census is taken that it would be a good opportunity to distinguish who is in the country legally and who is not?

Mr. KOCH. But you cannot find the illegal aliens.

Mr. ATKINSON. We made this suggestion to the Director. When the notice is sent out for the census, only citizens of the country should register. If you are not a citizen, you do not register. That would be the approach to take, with the cooperation of the Government. That is our argument.

Yet, you find sports personalities and people in high political office saying in paid ads, "Come and register with total confidentiality. It will be a secret. You will not be penalized."

How could we ever deport anyone ever again?

Mr. KOCH. I have to disagree with you completely. The reason the Census Bureau works in other areas as well—not in accounting but in getting information—is the total confidentiality.

In World War II, when we were under attack by the Japanese and there was a fever that caused us to do things we should not have done, which was to incarcerate American citizens of Japanese descent into what were, in fact, concentration camps, without any torture, but institutionalized—and it is to our eternal shame that we did that—one of the things we are proud of is that the Department of War at that time asked the Census Bureau to turn over the names of Japanese Americans and Japanese who were not Americans, and the Census Bureau said no; and they were sustained.

If we were ever to inveigh the confidentiality of the census' information, then it is "bye bye, census."

Mr. ATKINSON. I would not want to inveigh that for American citizens either, but we are giving the same extension of courtesy to illegal aliens who should not be here.

My point is, if you got them out of here, then you would not have them in your hospitals, and there would be money in the Treasury to take care of those citizens who have worked a lifetime.

Mr. KOCH. Again, with due respect, I simply want to say that the Census Bureau was never intended to be an arm of the police department. They do that in the Soviet Union, and they do that maybe in North and South Korea, but we should not do that in the United States.

Mr. ATKINSON. I do not think my intention is to make it a police state. The point is, we have laws on citizenship, and we have to enforce those laws.

Mr. ROSENTHAL. Mr. Garcia?

Mr. GARCIA. Mr. Mayor, you talked about certain areas of the city of New York. What do the preliminary counts indicate for the entire city? Do you have those figures yet?

Mr. KOCH. I believe it is at least 10 percent and maybe more. I do not have the preliminary numbers. Maybe David Jones has.

Mr. JONES. We have only got three completed districts; a number are coming in today.

Mr. GARCIA. Mr. Mayor, we are going to have a serious problem in terms of local review. From my understanding, at the beginning of this year, the timetable was that you should have had the information from the first followup completed by now—actually a month or a month and a half ago—and the city should be in the process of local review.

Mr. KOCH. As of yesterday, we did not have it. I do not know; it may be on my desk. I know when I had my little conversation on television with Mr. Barabba, I said to him, "You haven't even responded to my letter of July 2," and he said, "Well, it was sent out last Friday." So, who knows? Maybe it is on my desk today.

Mr. GARCIA. Mr. Mayor, I have one final question. The city of Detroit has filed a suit. Does the city of New York plan to follow the example set forth by the city of Detroit?

Mr. KOCH. We will file our suit, and it will be done shortly—yes, sir.

Mr. ROSENTHAL. What relief will that suit seek—do you know?

Mr. KOCH. I would like to leave that to the very fine lawyers that have come in on a pro bono basis to handle this for us. Actually, you would know them. One is Fred Schwartz who used to be with the Watergate Committee, as I recall. He is a first-rate lawyer, and he is handling this for us.

Mr. ROSENTHAL. Let me tell you the dilemma that is going to occur for us and is going to occur for us this morning and probably after you leave. Mr. Barabba is sitting right over there, two rows behind you, together with his distinguished associates. They are going to testify that they have done a really superior job, that they had some inhibition and limitation on resources, that they had a precensus survey that they worked on and a postcensus survey, and that they use computers. They are going to use a lot of technical stuff that most of us are not going to understand, and they are going to tell us, essentially, in words of substance, that they did the best job that any human beings can do, and that they are inhibited by law and/or the Constitution from making any change, and the ball game is over. How can we respond to that?

Mr. KOCH. I will tell you how you can respond.

Mr. ROSENTHAL. I am asking your advice on the subject.

Mr. KOCH. I understand. And obviously it will not be as learned as that of members of this committee because you deal with this every day and have the staff that analyzes it every day.

If you get certain admissions from them—which I know that you will because I know your lobbying skills and skills as lawyers—on the undercount and the failure to hire employees in the numbers that they said were needed, and the fact that returns in New York City are 68 percent and probably in some of the minority areas closer to 45 percent for us to get an average of 68 percent for the whole city—if you get those admissions and an admission relating to the address list, and how they got it, how they checked it, whether it was out of date, and all of those things, and then the bottom line is: Was there an undercount? What do you estimate it to be? What was the undercount

in 1970? Are we then unable, in some modern technology, to deal with that undercount? The technologies are there.

Again, I want to reiterate that I am no expert in this thing. If you simply went into a four-block, an eight-block, or a 20-block, and you counted everybody in that area by bringing in as many people as necessary to do it, is it unreasonable to think that you could extrapolate in that community and that would be a representative sample? We do sampling all the time in a whole host of ways.

I am told—and you ought to ask the Director of the Bureau about this—that the Census Bureau does sampling. If they do sampling in any part of their work, other than in the count, ask them why it is OK to sample in other aspects but not on the count. That is the way I would pursue it.

Mr. ROSENTHAL. If, in fact, there is a 10 percent undercount in a city such as New York—and presumably it will be true in cities around the country—what is the impact on the city in that case?

Mr. KOCH. We estimate that we will lose up to \$1.5 billion in the 10-year period because of the way formulas are skewed. Equally, and more important in my judgment, we will lose four Members of Congress from the city of New York. That is horrendous.

Mr. ROSENTHAL. If there is a legitimate reduction of population, you are not suggesting that it should not be taken into account?

Mr. KOCH. If we have lost the numbers, take away the dollars, and take away the representation.

We know we have not lost those numbers, and the fact that there is an undercount is not subject to dispute—they admit it. Therefore, it has got to be compensated for. Is there any question, aside from the legal residents of this city—so as to address myself to Mr. Atkinson's concern—that an undercount among the legal population exists? There is no question about it.

There is also an undercount among the illegals. There is no question, as I understand it, that illegal people are to be counted. We count ambassadors from foreign countries, Mr. Atkinson. We have in the city of New York something like 153 foreign countries represented. They do not do much for the count, but in terms of people they are counted for the Member of Congress in whose district they happen to live.

Mr. ATKINSON. But they are not illegal.

Mr. KOCH. They are not illegal, but they are not citizens and we count them.

It happens that those people—the 153 ambassadors—are well able to take care of themselves and financially are not a drain on the city of New York. There are somewhere between 500,000 and a million illegal aliens—I happen to think there are a million illegal aliens because we have a million of everything, so there should not be any reason why we do not have a million illegal aliens. [Laughter.]

But the fact is, whether it is 500,000 or 750,000, they cannot take care of themselves. They use our facilities. What are we going to do? We are not the law enforcement people; we did not let them in; we have to pay for the services they use.

Mr. ROSENTHAL. I have one final question before we go to my colleagues. Why do you think all this happened? They knew in 1970 that there was an undercount; they knew it was a serious problem

they knew there was mobility in population; they knew that certain people were not looking to be counted. Why could they not have done this job in the best conceivable way?

Mr. KOCH. I suspect that if we had hired an outside firm and put them on retainer in the private sector we would have got a better job. I have found—not in every case but in too many cases—the Government is incompetent; it takes too long; it is incompetently done; and it costs twice as much. That would be my general response without having the details here. There is a mindset in government.

Do you think that a private corporation would not use the most modern skills available and the technology, the computers, the extrapolation, the formulas, and all of the things that go into determining whether a product will sell?

Mr. ROSENTHAL. They are going to come in and tell us, in about 1½ hours from now, that they had computers coming out of their ears; I am sure that is what they are going to tell us.

Mr. KOCH. I am saying that they, in fact, are still using the system, which is that you have to touch the hot body; and that system does not work.

Mr. ROSENTHAL. In New York, that is sometimes very risky. [Laughter.]

Mr. Courter?

Mr. COURTER. Thank you, Mr. Chairman.

I would like to make this request, even though it may be denied. I am just wondering, because I know the present witness, the distinguished mayor of New York, has been quite articulate and also entertaining, as he normally is—I think it would, perhaps, be unfortunate if Mr. Barabba was postponed, and the way things go it will be some time after lunch. I wonder if Mr. Barabba could be moved up, so that he could respond to some of the points that the mayor made.

Mr. ROSENTHAL. I would like to do that because it would be a lot more fun that way, but it would not provide for an orderly record.

Mr. COURTER. I am looking for fun as well as information here.

Mr. ROSENTHAL. It would not provide for an orderly record.

Mr. COURTER. Let me proceed with a couple of areas of inquiry, Mr. Mayor.

I understand basically what you are saying; you are saying that the technique of enumerating people is the technique that was perhaps the best method 100 years ago, but the methodology should obviously be changed. Likewise, I think we live in a very real world in a sense that we are now in the middle of the summer of 1980; the report has to be filed, completed, and sent to the President by December 31, of this very year. Much of this work—probably 95 percent—has already been done. The concept of local review is a new one; maybe it shows that even an archaic agency—according to some people, not me—can use new, innovative techniques. It certainly allows for local participation and influence.

But with just so many weeks to go between now and December 31, how can you realistically come here and say we should have had a new method from the very beginning? I do not think, with all due respect, that that is a realistic alternative now; it might be for 1990.

Mr. KOCH. If I may respond, I am not suggesting that they re-
the census because of the reasons you have just so eloquently presented.
I am saying that you can find the techniques to compensate for the
undercount.

I am not a computer specialist, and I am not an analyst, but some-
thing comes readily to mind—go out and call in the people who do
this in the private sector. The private sector gets things done so much
better; you know that.

Mr. COURTER. I am not going to dispute that—in some instances
anyway.

Mr. KOCH. OK. What would I suggest? If you went to various
parts of my city or any other city of any other area, and you took what
you would consider to be an area that reflected the community—
mirrored the community—you could make an apartment-by-
apartment count.

Mr. COURTER. Is that not what they are doing now, basically?
If someone does not respond, are they not charged with doing
an apartment-by-apartment count?

Mr. KOCH. No—what I am saying is, if you took a statistical-
viable area, and you went in there, and you picked up—as you would—
an apartment-by-apartment count, and then you extrapolated that
for that entire community, if you took a number of statistically re-
levant districts which you counted apartment by apartment, and then
compared that with the district in which it found itself, and extrapo-
lated to compensate for the statistical error, I think you could
compensate.

Mr. COURTER. I am only suggesting in this part of my inquiry
that is what is going on now. With regard to the extrapolation and the
projection—no, they are not, but they are trying to, according to the
Constitution, enumerate, which means “count,” and that is what they
are charged with now. Is that not correct?

Mr. KOCH. If I may suggest, I do not believe that a definition
“enumerate” means that you touch the body with your finger—I just
do not believe that. I am simply saying “enumerate” means “count.”
That is what it has always meant to me before they changed the
arithmetic rules.

If they do what you and I have just been talking about—going
into a particular area and then extrapolating—I will be satisfied. They
are not doing that. They go back and try to correct on a block basis
in a very bad way because it will not cover the city; it may cover the
particular block. Unless it is used for extrapolation purposes to com-
pensate for the error, it will not do the job.

Mr. ROSENTHAL. The time of the gentleman has expired. We are
going to have to abide by the 5-minute rule, not only because the
mayor has to leave, but because we have many, many other dis-
tinguished witnesses whom we want to reach, so we will have to try
to restrict ourselves as best we can.

Ms. Ferraro?

Ms. FERRARO. Thank you, Mr. Chairman.

I would just like to address a bit of the problem of local review.
I know that you have Evelyn Mann working in your office, and your
office has been in touch with her, and she is really a super person—
would like that made a part of the record. She is very, very dedica-

to getting an accurate count, and any discussions we have had with her have been very satisfactory, except that they have pointed out the fact that there seems to be total frustration in getting some sort of area view.

Could you tell us where we are at in New York City as far as the area review is concerned?

Mr. KOCH. I am not able to give you any details on the mechanics of our department. I could have David Jones respond to that, if you would like.

Ms. FERRARO. Is he here?

Mr. KOCH. Yes—David Jones, special adviser to me.

David, would you come up here?

Ms. FERRARO. I would like to know what stage you are at and whether or not you think that is going to make up for any part of the shortfall that you indicate in your records.

Mr. JONES. As you mentioned, Evelyn Mann, head of our population research division in city planning, is head of our local review process in New York City, a process that has been preparing for the census for many years—almost 10. It started at the end of the 1970 census.

What they have been doing is, essentially, trying to come up with a comprehensive list of housing units within the city of New York. It really goes to this question because we have been limited in what uses local review can be put to.

Local review does not permit for a challenge of missed persons; it permits for a challenge of missed housing units. So, what we are doing now is presently receiving in the city the census districts. There are 20 census districts in the city of New York. We have received approximately three, with four more in the pipeline. These come in with a population total for the census district and a census tract total for population. They also come in with what the Census Bureau claims to be the housing unit count for that particular census district and the census subunits or tracts.

We are allowed to tell the census that for tract or ultimately block x we do not think they have an accurate count of housing units on a particular block in the city of New York. We are not allowed to see which housing units they have counted in terms of their addresses or the names of people living there, but we are allowed to identify block x .

They come in with 50 housing units for that block. We say, "No, census unit, you are wrong." We shove out the addresses of 150 housing units; we never see how they mesh that or whether they do, in fact, check it out. But we are allowed to shove the addresses at them where we think there has been an improper count of housing units.

Ms. FERRARO. You are saying, in the city of New York, you have 20 census districts, and you have only got returns from 3?

Mr. JONES. Yes; with four more in the pipeline.

Everything in this process is 2 or 3 months behind schedule.

Ms. FERRARO. When is the local area review supposed to be completed?

Mr. JONES. There is no specific date; it is when we are finally in a position to have all the figures in front of us and all the block data we

need before we can start shoving data back at them. We are getting on a flow basis some of the districts, but the trouble is, our flow basis has already been delayed by 2 months; we are running out of time.

Mr. ROSENTHAL. And this, presumably, has to be completed by the end of the year?

Mr. JONES. We have been told in the beginning—and I hope you find out in the course of your discussion when they are going to start closing census district offices. We are very much afraid that our whole discussion and effort may be discarded because, essentially, they are going to close up shop. We heard early on—and I have heard this has changed—that district offices might start closing in late August. Once they close, it is the endgame as far as the city is concerned for that district office; you can scream and yell all you want, but once they go back to Maryland, there is very little chance for correction.

Ms. FERRARO. If I might follow up on the housing unit data that you shove back to the Census Bureau, you have indicated that there is no way that you would then follow up again with local review to make sure that they have done anything.

Mr. JONES. This is the procedure which, while much wanted, has severe limitations. They have already cut half of it out. We were supposed to have a right to do some checks on the list of addresses; we were supposed to be allowed to shove up the addresses we have in city records and let them cross-check. They threw that out because they fouled up in the beginning and never got that right nationally.

In terms of what the process has, it has no legal basis. It has been described to me as essentially a procedure to help the Census Bureau in its internal affairs. It has no weight of law behind it.

Ms. FERRARO. Let me just pursue one other thing because of time limitations. What outreach has your office done to the locals? For instance, in my area, I have got local community planning boards that are more than anxious to help in any way. Does it reach out to those as well?

Mr. JONES. There are programs for outreach. Again, it is a very limited procedure. I do not want to exaggerate what local review can do.

Ms. FERRARO. My only problem is that it is indicated we will have a very severe undercount. It is indicated that the Census Bureau is not doing it right. It seems to me that now is the time that we have got to help ourselves and that this is the way we can do it.

Mr. JONES. We are helping ourselves now with regard to State workers who are going to be out, checking some of the housing units counts in addition to our data which we receive from Con Edison and a number of others. We are going to be putting people out in the field to do some double checking in that respect, especially in neighborhoods where it is important.

I want to point out that we think that the undercount, while it does come from reports by Census that units are vacant, which we do not agree with, and from missed units that they just did not pick up, the real undercount in the city of New York, we think, comes in the in-household count. In other words, a person knocks at the door, they mail back a form, and because of fear, because of misunderstanding, because they do not know the enumerator—

Ms. FERRARO. Because of the rent laws in New York City.

Mr. JONES. Because the enumerators get only 2 days of training to do a survey into the most intimate aspects of an individual's life, they are not getting a full count of just how many people are in the household.

Mr. ROSENTHAL. How can you blame them for that if people are reluctant to admit who is hanging around the house?

Mr. JONES. They knew this from the beginning—this is an issue that they knew from the very beginning. They asked people to reveal information about themselves to people they do not know, in a procedure they do not understand; they failed to advertise to the poorer sectors of our city. They essentially cut off their advertisement after 2 months, despite the fact that the procedure has 3 or 4 months to go. And they leave this city hanging with a population who they know really do not have any comprehension of what is going on.

Mr. ROSENTHAL. I think the time of the gentlewoman has expired.

Ms. OAKAR?

Ms. OAKAR. I just want to make this point. Unless people think this is just a problem in New York, it is not. What you and your able assistant have talked about, Mayor, mirrors what is happening throughout the country, and exactly the things you talked about are the same complaints that our people in the city of Cleveland have.

I am sure you will find this if you have not. We have a former employee who claims that 52,000 questionnaires were lost; they know about it, and they say, "That's all right; we don't have time to go back over that." These are the kinds of problems. I just want to say I am glad the mayor was here with us.

Mr. ROSENTHAL. Mr. Leach, did you have any further questions?

Mr. LEACH. I did. But first I would like to apologize to the chairman for making such a long opening statement.

I have just three or four quick comments, and I will try to be brief. First, I would like to say, as a Republican and Representative of the Midwest, Mr. Mayor, I have enormous respect for you. Anyone that can be mayor of your city for as long as you have been, with an enhanced reputation, must be considered highly.

Second, I would just like to stress that all censuses are imperfect, but the probability is that this is the best census ever taken in the last four or five decades, with the most money being expended, and with the most imagination being exacted. Local review is a dual responsibility, and everyone has a fair chance, whether they be in rural Iowa or New York City or Cleveland, to get the review process underway.

The only comment you have made that I am particularly concerned with is the notion that the White House or Congress should—and I use your words—"control these people at Census." My feeling is that we ought to compliment them and keep the White House and Congress from controlling them.

The fact is that people in the seventies have chosen, of their own volition, to move to the suburbs, to move to rural areas, and, most of all, to move to the Southwest. That is a sociological fact of life that has nothing to do with the responsibility of the Census except to follow that sociological fact.

Finally, I would like to comment on something Chairman Garcia mentioned, and I think we all should understand this. The Constitution is very clear; it is the obligation of the Census Bureau to count

citizens, noncitizens, new residents, and old residents, and that should be upheld.

In my judgment, the Constitution is also very clear that for apportionment you count everyone. I happen to think that we might want to change the Constitution for apportionment purposes, but that is my personal opinion. We must do the very best job we can to count everybody, and I am hopeful that the Census Bureau is listening carefully to your concerns as well as the concerns of those who, by definition, will be undercounted if there is an overcount anywhere. But let us count everybody in New York.

Mr. KOCH. May I respond in a very brief way?

When I say to control the agency, I am not talking about political control. I will bet, without knowing anything about how you have voted, that you get very upset when the FDA engaged in regulation that you think are wrong, and you try to set them aside. You would not call that political control; you believe they are making an error.

Mr. LEACH. Sure.

Mr. KOCH. When OSHA does something that you do not like, I believe that you probably stand up on the floor of the House and attack it. Would that not be fair?

Mr. LEACH. Truly.

Mr. KOCH. What I am saying is that the Census Bureau is immune to that kind of criticism, and that is the control I am talking about.

Mr. LEACH. Fair enough. Thank you.

Mr. ROSENTHAL. Thank you very, very much, Mr. Mayor. I appreciate seeing you. It is a delight for you to be with us in these hallowed halls.

Mr. KOCH. Thank you.

Mr. ROSENTHAL. And I want to commend Mr. Jones too. He has been certainly one of the most able and articulate spokesmen for the problems we are concerned with.

Mr. JONES. Thank you.

[Mr. Koch's prepared statement follows:]

Statement by Mayor Edward I. Koch
Before the
Government Operations Subcommittee on Commerce
Consumer, and Monetary Affairs and the Post Office and
Civil Service Subcommittee on Census and Population
United States House of Representatives
Washington, D.C.

Thursday, July 31, 1980

I am Edward I. Koch, Mayor of the City of New York.

I appear before this Committee today on a matter vitally related to the very survival of the largest city in our nation. If preliminary returns and projections from the 1980 Census remain uncorrected and unadjusted, the City of New York will become the victim of a catastrophic undercount of its actual population.

This catastrophe will effect the lives and well-being of every New Yorker for years to come and will have a profound impact on the economic well-being of the entire Northeast. Current trends in the Census for New York City make it possible that our five boroughs will lose not only hundreds of millions of dollars of federal aid but also three to four Representatives in Congress.

I am not complaining about the effects of a genuine loss of population. If, in fact, New York City actually had lost the number of residents which the federal Census appears ready to indicate, then the City would have little cause for complaint. But what is happening is something quite different. Our population of persons who need services most desperately -- the poor, the non-English speaking, and the new immigrant -- is being missed by the Bureau of the Census by the hundreds of thousands. The consequence of such an undercount, if permitted to occur, is obvious.

The City will be left alone to confront the daily needs of people who have conveniently ceased to exist in the eyes of the federal government, but who nevertheless will be showing up in the schools, hospitals, subways, housing projects and welfare centers of New York City.

This is not the first time that New York City has complained about an undercount in the official Census. In 1890, 1920, 1940, and 1970 the City determined by its best estimation and techniques that its population was significantly higher than that recorded by the federal Census-takers. In the past, the Census has made only the most limited effort to correct for these deficiencies.

In short, there are precedents to our claims today that the population of New York City is being severely undercounted. But, I doubt very much whether earlier shortfalls in the Census were as damaging to the City as this year's apparent undercount would be, if accepted. As the members present know, New York has been struggling back from the brink of insolvency for the last five years. We have made extreme sacrifices in this effort, including the reduction of our municipal workforce by over 20 percent and massive cuts in essential services. But now we find ourselves threatened by an "official" loss of population which could well put an end to our recovery. The loss of federal funds and the loss of political representation in Washington would mean still further cuts in essential services -- from health care to police and fire protection. This would be a staggering blow to our hopes for the future.

What makes this situation intolerable is that the people are still living in New York City and the federal Census is not counting them. Preliminary figures show that the most serious falloffs are occurring in areas with high populations of minorities and new immigrants, groups which the Census admits that it undercounts

enormously. The Census Bureau is well aware that its counting procedures have a disproportionate impact upon minorities, based on previous experience and on a pre-test of the 1980 Census which was conducted in Lower Manhattan in 1978.

Thus, the Bureau admits that in 1970, 7.7 percent of the nation's black population -- four times the rate for white Americans -- was missed by the Census. Moreover, an extraordinary 18 percent of black men between the ages of 25-44 was missed! Similar undercounts are thought to exist for Hispanics. Such a massive undercount of blacks and Hispanics, if uncorrected, plainly undercuts the "one man, one vote" protections provided by the United States Constitution.

Yet another group is missed in large measure by Census techniques -- the undocumented alien. Based upon INS and IRS data, it is thought that New York City has a population of between 500,000 and 750,000 undocumented aliens, whose presence in New York is the result of a gross failure by the federal government to adequately police the nation's borders and ports of entry. Undocumented aliens place an enormous burden on the City's dwindling resources, particularly in the area of social services.

Despite the knowledge that undercounting would be a severe problem in 1980, the Census Bureau went ahead with plans and procedures which had already been proven insufficient and which in many instances were improperly implemented. Let me cite some specific examples:

-- The primary method of enumeration was the mail delivery of Census questionnaires to each household and a follow-up visit by a Census taker to those households that failed to respond by mail. To this end, the Bureau compiled a "master address register" in each locale. In New York City this address list was purchased from a private vendor who sells commercial mailing lists. The problem is that the lists were entirely inadequate. The vendor who sold the lists to the Bureau for New York City, admitted in sworn testimony that his lists had not been updated for certain of the City's poorer neighborhoods for 10 years or more. This due to the fact that the major credit card and retail sales companies, to whom the vendor sells, have little or no interest in addresses in poor neighborhoods.

- The United States Postal Service was supposed to have been provided with the Census Address Registers on two occasions prior to the actual mailing of Census questionnaires, so that it could check for accuracy and completeness. However, the register was furnished to the Postal Service so late that it was impossible for the Postal Office to perform even a single crosscheck before the Census questionnaires were mailed out.

It doesn't end there. Census Bureau employees were supposed to supplement the address register with the results of a pre-canvass of housing units in each Census tract, but again because of the delay in preparation of the Register, the pre-canvass review by Census employees was either eliminated or cut short in almost every one of the 20 District Offices. As if to add insult to injury, the Census then eliminated the City's right to a "Local Review" check of the Register nationwide.

On March 28, 1980, the Census Bureau was supposed to mail a Census questionnaire to each household on the master address register. At the time of delivery, the Postal Service was to make a final comparison of the Census register with postal records and inform the Census Bureau of each mailing address to which no Census questionnaire was sent. In delivering the Census questionnaires, however, the Postal Service was unable to crosscheck the addresses with its records and failed to deliver many of the questionnaires to the proper addresses in New York City. As a direct result after April 1, 1980, the Mayor's Census Office in New York City received some 1,500 documented telephone complaints from persons who had not received Census questionnaires. The names and addresses of these persons were given to the Census Bureau so that they could be properly enumerated. Yet when we contacted the 1,500 after July 1, 1980, almost 30 percent, or 400 persons, had still not been enumerated or contacted by the Census Bureau, despite the fact that the Bureau had been given their names and addresses months earlier. This is particularly frightening because we are certain that only a fraction of the persons missed took the time to reach out to the City. To make matters worse, the fact that almost 30 percent

of those persons the City had specifically identified, remained uncounted, indicates a particularly poor follow-up by the Bureau.

This widespread nonfeasance and malfeasance by the Census Bureau has had a predictable result. While the average rate of return of Census questionnaires by mail was 85 percent or more for the nation as a whole, according to a General Accounting Office report, the rate in the City of New York was only 68 percent. In districts having large minority and alien population, the rate was as low as 46 percent. On the basis of prior experience and the 1978 pre-test in Lower Manhattan, the Census Bureau was well aware that a low mail return rate was likely in New York and could well damage the overall count.

It gets worse. Beginning on or about April 14, 1980, each Census Bureau District Office was supposed to send enumerators to visit each household which had not returned a completed questionnaire. This stage in the enumeration process, involving household visits by enumerators, was called "Follow-up I." In response to demands that greater coverage efforts be made in minority and alien neighborhoods, the Census had promised to hire enumerators from local communities who were fluent in languages other than English, particularly Spanish. However, not only did the Bureau fail to hire sufficient bilingual enumerators to work in New York's minority communities but, based on a report issued by the G.A.O. on June 3, 1980, the Bureau had only hired 59.5 percent of its required number of enumerators for the entire City -- the lowest staffing rate in the nation.

The Census Bureau must have known that Follow-up I enumeration in many poor and minority neighborhoods in New York would be a very difficult process. People in these neighborhoods are generally suspicious of strangers, and are particularly loathe to give information to government employees. In addition, the neighborhoods themselves are extremely dangerous places to conduct surveys, especially with only two days of Census training.

Nevertheless, the Bureau did not make adequate special efforts to conduct an accurate enumeration of these areas. Census officials refused despite repeated requests by the City, to allow enumerators to work in pairs in high crime areas. In addition, Census officials refused to authorize payment of enumerators upon an hourly -- instead of a piecework -- basis despite the difficulty enumerators experienced in obtaining responses in the poorer neighborhoods. Finally, enumerators we have learned, were commonly not paid for six to eight weeks because of bureaucratic foul-ups.

As a result of these practices, and based upon press and Census employee reports received by the City, we have learned that many enumerators refused to go into buildings in poor and minority neighborhoods and instead marked thousands of occupied housing units as "vacant" or simply guessed how many persons lived in such units. This practice, which is called "curbstoning," will result, as the Bureau knows, in a count that is much lower than the correct figures in these neighborhoods.

Let me now cite some additional failures and inadequacies of the 1980 Census in New York City:

- The so-called "casual count" of persons not living in traditional households, such as derelicts and others with no fixed place of residence, was cut short, despite the specific request of the Census supervisor in charge for more time to conduct the survey.
- All Census questionnaires initially mailed to households were in English. A small box on the front of these questionnaires stated, in Spanish, that a Spanish language questionnaire could be obtained by calling a telephone number. This procedure made Census responses by Spanish-speaking residents much less likely.

-- Despite an advertising budget of nearly \$150 million nationwide, the advertising of the Census on television, radio and in the print media virtually ceased two months ago, despite the fact that the process will not end until late fall. The result has been that almost everywhere in the City, and particularly in minority neighborhoods, the impression is that the Census ended on April 1, 1980. The much vaunted "Were You Counted Campaign" to get missed persons was so underfunded that there was almost no publicity and no response by City residents.

-- In response to criticisms that the Census has undercounted minorities in the past, the Bureau promised an "outreach" campaign to encourage minority participation in the Census. This campaign was not conducted in an effective manner in New York. The Bureau refused to pay for advertisements in broadcast and print media directed to minorities. The City managed to raise approximately \$100,000 with which it printed and distributed about three million flyers and posters, but it could not come close to producing the media effort required.

-- New York City officials were not given lists of housing units which the Census Bureau claimed to be "vacant" so that we could check these lists against our own data. Nor was the City permitted to see the master address register to check its completeness, even though addresses alone have no claim to confidentiality.

The overall result of the above-cited errors and inadequacies is that the Census Bureau has failed to meet its Constitutional mandate to count all the people. Admittedly, accurately counting the large populations of urban areas is not an easy job. But, it could have been done in a much more professional and efficient manner in the City of New York. The Bureau began with a master plan for the City which was a monument to bureaucratic complexity. In New York City the grand design has collapsed and now it's time for remedial action by the Congress of the United States.

I urge both Subcommittees to continue to press the investigation of the conduct of the Census with vigor. The work which has already been done by Congressmen Robert Garcia and Benjamin Rosenthal has given the City renewed hope that this process can in fact work.

I want to express my complete support for Congressman Rosenthal's amendment to the General Revenue Sharing Act which calls for an upward adjustment of the Census figures to reflect the undercount in population. I also support Senator Pat Moynihan's initiative which calls for an across the board undercount adjustment of Census figures.

In addition, it is imperative that district Census offices remain open until the last uncounted resident is found and enumerated. We also want the Census Bureau to commit itself to an undercount adjustment for all purposes, not merely for federal funding formulas. I am especially concerned about this point because the Director of the Census has told me that even if an adjustment is made, the adjustment will not apply to reapportionment. We don't think that the Bureau of the Census is the appropriate agency to make such a crucial determination. It has been my experience that the Bureau tends to always take the easy way out when it comes to the voting rights of minorities and others they miss in their count. It is for this reason that I call upon the White House and the Justice Department to speak out on this vital matter.

One final note, the City has come to the conclusion that the entire Census procedure may have outlived its usefulness. It is a procedure better suited to the agricultural economies of the 1790's than to the unique complexities of urban America in the twentieth century where there is too much alienation -- too much poverty -- too high population density -- too many languages spoken -- too little incentive to comply.

The United States is the world leader in polling, survey and computer technology -- the Census itself already uses estimates in its work. In 1970 the Bureau imputed the existence of literally millions of persons without ever having actually contacted them. These estimates were used both for federal formula grants and reapportionment. The Bureau should use whatever remains of its billion dollar budget to expeditiously come up with a method or methods for adjusting for the undercount of persons in highly dense urban areas. This, to insure an equitable distribution both of federal dollars and political representation. If the Bureau lacks sufficient resources, it should immediately request a supplemental appropriation from Congress. The City would willingly lend its support to such a request.

We must not allow ourselves to succumb to the temptation of refusing to see what might be more convenient to ignore. The problems and populations of our large cities are primarily the result of federal policies and court decisions over the last 20 years. Our large cities took in millions of economic refugees from our own country and from many foreign countries as well. Refusing to smell the smoke won't put out the fire. Refusing to take an accurate Census won't end the problem in our cities. It can only make them worse.

Thank you.

Mr. ROSENTHAL. Our next witness is Professor Philip Hauser.

Dr. Hauser, if you cannot be funny, do not even waste your time.
[Laughter.]

We are very anxiously awaiting your testimony. You have heard the mayor's testimony, and I hope you will comment on the relevant and significant portions of it.

**STATEMENT OF PHILIP M. HAUSER, FORMER ACTING DIRECTOR,
BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE, AND
PROFESSOR EMERITUS, URBAN SOCIOLOGY, UNIVERSITY OF
CHICAGO**

Mr. HAUSER. Mr. Chairman, needless to say, I am pleased to have this opportunity to appear before your joint subcommittees.

I should point out, by way of personal credentials, I was born in Chicago in 1909, educated at the University of Chicago where I took three degrees—a Ph. D. in 1938. I served in the Bureau of the Census from 1938 to 1947, beginning as assistant chief statistician for the Population Division, and leaving in 1947 as Deputy Director of the Bureau.

I should add that in 1949, when the then-Director of the Census died, Secretary of Commerce Sawyer prevailed upon me to come back to the Bureau as Acting Director for the planning of the 1950 census. I am rather proud of the fact that it was during that tenure that I allocated over \$1 million of the census appropriation for an evaluation of the census results, including a postenumerative survey designed at the time to measure the undercount in the census.

I cannot help but add since the chairman has asked me to comment on Mayor Koch's testimony that I must completely disagree with his belief that private firms, if employed to conduct the census of the United States, would do a better job than the Bureau of the Census. I say this, not only as a former member of the staff of the Bureau of the Census but also as a demographer and statistician who has spent 30 to 40 years as a consultant to private industry and who is now engaged as an associate in a business research firm.

There is no statistical organization in the world—and I have been to over 70 countries working with statistical offices throughout the world—that has more expert personnel and better qualified personnel to conduct the census in accordance with the best methodologies statistical and procedural, that exists.

In this respect, I must take issue with Mayor Koch.

I should add that I resigned in 1947 from the Bureau of the Census to accept a professorship at the University of Chicago. I began teaching in 1932 and am now professor emeritus as well as director emeritus of the population research center of that university.

Also relevant may be the fact that I did serve as assistant to the Secretary of Commerce for Policy in 1946 and 1947 and as U.S. representative to the Population Commission of the United Nations from 1947 to 1951.

A final observation about background, since there are many issues involved here and a certain amount of expertise required. I have had a hand in one way or another in the conduct of five decennial censuses.

beginning with the census of 1930 when I served as an enumerator while a graduate student at the University of Chicago, through the censuses of 1940 and 1950 and as a member of advisory committees in the 1960 and 1970 censuses.

My comments on the census of 1980 represent my sixth decennial census connection.

With respect to the materials that I wish to present to the committee, let me point out that I plan to address myself to three questions.

First, is it possible to measure the differential undercount in the census and to make adjustments for the undercount to obtain statistics closer to the truth than the unadjusted census data?

Second, can the measurement of the differential undercount and the adjustments still be made for the 1980 Census of Population so as to meet present deadlines for purposes of apportionment of the Members of the U.S. House of Representatives? That is, is it possible to have adjusted census statistics for States by January 1, 1981, and for sub-State areas by April 1, 1981?

Third, what impact would the necessity to adjust the census statistics for undercount have on the decennial census program?

I address these three questions in light of knowledge, which I shall not bother repeating before the subcommittees, with respect to the known fact that there has been an undercount in previous censuses of the United States, that it was a differential undercount, that, for example, the uncounted blacks both in the census of 1960 and 1970 was four times that of whites; and that there are variations in the undercount by characteristics of the population, regional, statewide, and by undoubtedly income and occupation, the extent to which is not fully known at this time.

Now I will address these questions.

Would census statistics adjusted for undercount be closer to the truth than unadjusted census statistics?

The answer to this question is definitely in the affirmative. The state-of-the-art of demography and statistics has progressed in the past several decades so that there can be no scientific basis for denying this statement. Furthermore, the Bureau of the Census has done excellent research on this matter, much of which is published, that affirms this conclusion. The Bureau of the Census possesses personnel with the requisite expertise and competence to measure the differential undercount and to make the necessary adjustments.

The second question is: Can the adjustments for undercount still be made for the 1980 Census of Population?

The answer to this question, Mr. Chairman, is also in the affirmative. Although the Bureau of the Census has not included the necessary procedures to make the adjustments to meet the necessary deadlines, there is still time to modify their present procedures so that the January 1 and April 1, 1981, dates can be met. In fact, much of the statistical work necessary to make the adjustment by the deadline dates has already been done, and what remains to be done can be achieved by modification of the present procedures and time schedule. The specific technical and administrative changes required can be set forth, and I should be pleased to present them, perhaps after this very brief presentation, at the pleasure of the subcommittees.

When I say, by the way, that much of the work has already been done by the Bureau of the Census, I refer to a publication under current publication reports entitled Population Estimates and Projections, series P25, No. 870, issued in January 1980. This bulletin contains estimates of the population of the United States by age, race, and sex, 1976 to 1979.

In this bulletin, there is not only evidence that much of the work for making the adjustment has already been done. But also that very little remains to be done. There are also some interesting facts published by the Bureau bearing on what Congressman Leach had said earlier about the one-man, one-vote rule required, presumably by the Constitution at least, as, interpreted by the U.S. Supreme Court.

Let me refer first of all to page 19 of this bulletin. I simply want to read one number. The estimated population of the United States as of July 1, 1979, as published in this census report is stated as 218,497,000. If one turns to page 28 of the same bulletin in the appendix, there is given an adjusted number for the population of the United States as of July 1, 1979, which is 226,135,000—a difference of roughly 8 million.

Where does the second number come from? That number is the number of people that are in the United States if the 1970 census results are adjusted for undercount and subsequent independent data—births, deaths, immigrants, emigrants—are taken into consideration. The Bureau of the Census has made such adjustments for undercounts in its own publication.

I recall, for example, during World War II, when I was Assistant Director of the Census, the Bureau was required to make estimates for the Office of Civilian Supply on the number of various elements of the population for purposes of allocating commodities. Beer was one thing, orange juice for pregnant women was another. In providing the Office of Civilian Supply with estimates of the population for purposes of allocating those commodities, with many more types of commodities, we, in the Bureau of the Census, took the census results and adjusted them for undercount.

Obviously, it would have been ridiculous to provide the Office of Civilian Supply a number below the true number for pregnant women who needed orange juice, or for other elements of the population requiring beer.

The Bureau of the Census in this bulletin to which I have made reference and in other work which involves projections of the population uses what it calls an "Inflation-Deflation Method." What it does is adjust the data for undercount to proceed into the future to make current estimates or projections, and then after it has made the adjustment takes it out again so that the results that are officially set forth are consistent with the undercount of the next census.

Why do they make this adjustment with this inflation method? The answer is very simple. If we take, for example, persons 28 years of age—males—to whom I shall refer in a moment in another context and put them forward for purposes of estimation 10 years later, allowing for deaths and changes in immigration and so on, it is possible that there could be more people 38 years of age 10 years later than the

were ever 28 years of age, even with mortality and the other facts may actually produce a smaller number.

So, the Bureau of the Census in making its own estimates and projections makes the necessary adjustments for underenumeration and then takes them out again, so the estimates are consistent with the undercounts that would be achieved in the census itself.

Mr. CONYERS. Mr. Hauser, could I ask this for the record because I will have to leave shortly? Could you give us a quick summary of the significance of the Detroit case which I understand you have some interest and activity in? How will it impact, and will it have some effect in time on what we are trying to accomplish here this morning?

Mr. HAUSER. I have been engaged by the city of Detroit to appear as a witness before Federal court on the constitutional issue that is involved in the Detroit case. I have yet to have a deposition, and the case itself is set for August 18; so it has not yet occurred.

But let me make my position clear in respect to that case. There are two issues involved; one is purely technical, and that is the one to which I am addressing myself; the other is the policy issue. The policy issue is whether or not, under the Constitution, the Bureau of the Census should be required or is required to make the necessary adjustments so that the statistics used for apportionment are as close to the truth as is possible and closer to the truth than the unadjusted raw census data.

That policy issue, in my judgment, probably is one that must be determined, not by the Director of the Census, but by the administration or by the Congress. Since neither the administration nor the Congress has made a decision to require the adjustments to be made, the case is now before the Detroit Federal court for possible direction by the Federal court requiring the Census to make these adjustments.

I have no competence to judge the constitutionality of the issue; I am not a lawyer, and I am certainly not a constitutional lawyer. But I have no doubt—and it would seem to me that there are no qualified demographers or statisticians who would disagree with the statement—that the information which the expert personnel in the Bureau itself has at its disposal through its own research, and large parts of which are published, make it possible to adjust the census data in such a way as to come much closer to the truth and therefore provide greater equity for purposes of apportionment and for purposes of allocation of funds than do the raw, unadjusted census data.

On the apportionment issue, by the way, if you turn to page 30 in this same report—

Mr. PASHAYAN. Professor Hauser, may I be accorded a question here since it bears on the Detroit case?

Mr. HAUSER. Surely.

Mr. PASHAYAN. Would you comment on the language of the Constitution that says, "actual enumeration," and whether these formulas, which, if I understand what you are suggesting, are basically formulas to take some raw data, put them into some sort of formula, and come out with what your profession would say is a more actual enumeration. Is that actually what you are doing?

I have always been somewhat fascinated, I must say, by the statement that the census was such and such, "but it has been proven that

the census was wrong." Perhaps you have been trying to explain the nature of that proof. I must confess, I do not understand it. How can we be so certain, even in your very practiced art, that the census is so wrong without taking another census? Surely, we must deal here in certain presumptions which then we translate into certain mathematical formula, and come out with what we are guessing to be a more accurate count. That process, I must say, has always fascinated me, although I do not think I understand it thoroughly.

Mr. HAUSER. I shall be glad to explain it to the committee, as I have on many occasions to my own students at the University of Chicago.

Mr. PASHAYAN. But in lay terms, if you could.

Mr. HAUSER. In lay terms and with an eye on the clock.

Ms. OAKAR [presiding]. Could I just say that you have already indicated that in the Census' own report they have two figures. You might want to relate how they come up with a higher figure.

Mr. HAUSER. I would be glad to do that.

Mr. PASHAYAN. The point I am trying to make is this. I am trying to connect that to the constitutional language that says "actual enumeration." I am wondering whether it is possible—I guess that is what the Detroit case is going to examine—to interpret actual enumeration, which I would have thought meant actual counting and whether that could be adjusted with the formula constitutionally. I suppose that is really what we are talking about.

But, still, putting the constitutional aspect aside, how do these formulas mean actual enumeration?

Mr. HAUSER. May I say there is no one formula. I repeat, I am not a constitutional lawyer or a lawyer of any kind, and I leave it to the courts and to the lawyers to determine what the Constitution means when it says "enumerate." But as a statistician and demographer, I should like to point out that in the census publication before me, a male 28 years of age who is black is counted toward apportionment as 78 percent of a person. That is somewhat better than the three-fifths under the great constitutional compromise; while a white male of the same age is counted for purpose of apportionment as 94 percent of a person.

Mr. PASHAYAN. Where do those figures come from?

Mr. HAUSER. The Bureau of the Census bulletin to which I referred; table A(2) in the appendix, page 30.

Mr. PASHAYAN. That is interesting. How do they achieve that difference?

Mr. HAUSER. Now I will answer your question and how you determine undercount.

There are three general methods for determining undercount, and those are known in the profession as the method of demographic analysis, the method of matching through dual or multiple matching record systems, and the method of synthetic adjustment. Let me explain.

The method of demographic analysis is one in which the Census demographers, with an expertise that is unparalleled anywhere, start with the preceding census or series of censuses, carry forward by age, by sex, by race, the changes by reasons of mortality, fertility,

immigration, and emigration, come up with a series of statistics which are the expected population. Mind you, the adjustment from the preceding census or censuses is based on independent data, the birth statistics, and death statistics from the National Center of Health Statistics and the immigration and emigration statistics from the Naturalization and Immigration Service.

So, what the Bureau of the Census has done—and this is how these estimates for 1979 to which I referred showing 8 million more people in the United States than what the official figure actually shows; both figures are published in this bulletin. A series of expected numbers is obtained by age, sex, and race. Those expected numbers are then compared with the results of the census. The difference has been net underenumeration. That is how you measure the net underenumeration. If you carry this expected number forward by age, sex, and race, you have adjusted for undercount by age, sex, and race over time.

Mr. PASHAYAN. I can see where you can break them down into various categories. But there is a presumption in there, is there not, that certain groups will behave in certain ways in terms of birth rate, longevity, and that sort of thing?

Mr. HAUSER. No presumption at all. They are the actual data collected by the Center for Health Statistics or the Naturalization and Immigration Service. These are actual facts about what has happened.

At the present time in this projection—and I am told by counsel for Detroit that has been deposing census personnel—that similar estimates of expected population have already been made by the Bureau for April 1, 1980. So they may already have a set of statistics which can serve as a benchmark against which to measure the actual statistics by age, sex, and race that will come out in the 1980 census.

Some estimates are involved; that is, all the births and deaths for up to April 1, 1980, are not yet recorded and published. However, the amount of error involved based on the data already in hand are through what Mayor Koch called extrapolation, although I am afraid he has used that in the wrong context in several parts of his testimony. My judgment is that he is a fine mayor but not an expert statistician and should be forgiven therefor.

The amount of error involved and what has to be estimated for part of the year is a very minor element involved in the measurement of the undercount.

Mr. PASHAYAN. What is the next general way?

Mr. HAUSER. That is the first way.

The second way is called matching. What the Bureau of the Census has already made provision to do is to match a sample survey with the same population for which data was collected in the 1980 census.

On April 1, as of the week preceding, containing the 15th, the Current Population Survey which the Bureau of the Census does every month—the small sample census of the United States which, incidentally and significantly, provides the United States with its basic employment and unemployment statistics—

Mr. PASHAYAN. Is that more or less what we would call taking a poll?

Mr. HAUSER. A sample—yes. I dislike the word “poll” because most of the opinion polls are based on such small samples and with such techniques that are relatively rough and ready compared with

the much more precise sampling theory and practice evolved in the Bureau of the Census over the last several decades and which, I may say, sir, serve as a model for not only private sectors who do polling but also for statistical and census offices throughout the world.

Mr. PASHAYAN. What is the third basic method?

Mr. HAUSER. The third basic method is one that is called synthetic adjustment. What it does is take the measurements of undercount obtained from either method one or two and apply those proportions for the subareas of the United States. So, if you have these national estimates, for example, by age, race, and sex, you apply that measure of undercount by age, race, and sex, to the States and to sub-State areas.

Mr. ROSENTHAL [presiding]. Let me interrupt. We want to try to move this along.

Dr. Hauser, is there anything else you wanted to add, both to this inquiry and to your initial presentation, that you think is relevant to the committee's inquiry?

Mr. HAUSER. Yes; I have just another page or so that would answer the three questions.

Mr. PASHAYAN. Mr. Chairman, may I ask just one more question here?

Mr. ROSENTHAL. Hold off because we have six other members here, and we have enormous time problems. We will come back; I think everyone will be reasonably satisfied.

Mr. HAUSER. I want to answer the second question because I think that is crucial to the subcommittee. That is the question: Can the adjustments for undercount still be made for the 1980 Census of Population? I raise that question given the fact that the Bureau of the Census with its budget, appropriation, and procedural plans, and time calendars, has not made provision to do this in time for meeting the January 1, and April 1, deadlines. My answer to this question is, yes, the adjustment could still be done, but it would be done with disruption of the census program, as I will indicate in a moment. The answer to the question is in the affirmative, although the Bureau of the Census has not included the necessary procedures to meet the deadlines. There is still time to modify the present procedures so that the January 1, and April 1, 1981, dates can be met. In fact, as I said, much of the statistical work has been done, as indicated.

It is to be noted that there are alternative methods for making the adjustment for undercount and that there is no one method or combination of methods that is definitely known to be the best. However, there can be no question on the basis of what is known that whatever procedures the Bureau of the Census elects to make, the necessary adjustments will result in statistics that would be closer to the truth across the board than the unadjusted census data.

Finally, my final question and short answer. What impact would the requirement that the Bureau of the Census adjust the 1980 census for undercount have on the decennial census program?

The present census budget and plans, consistent with past practices, have not included provisions for adjustments for the undercount within the time deadlines for using population data for apportionment purposes. It would be necessary for supplementary appropriations to be provided so that the decennial census program as now

scheduled would not be disrupted and the other data generated by the decennial census would not be curtailed.

If I may be specific, it would not be to the best interests of the people in Detroit if they received adjusted data and therefore more equitable representation in the Congress, in the State legislature, and in the allocation of funds, but did not get census data for planning their school programs, their housing programs, and so on. That also must come from the census. If, ex poste, the Bureau of the Census is required to make these adjustments for undercount, then obviously something is going to give, and there must be moneys and perhaps time made available so the census can carry out its full program.

There is a second point. Finally, if the Bureau of the Census is required to make the adjustment for undercount, it would be desirable to provide it with uncontested authority to make the adjustment using in its judgment the best possible methodology. I would repeat, there is no source anywhere on this earth that is better competent to make a determination on that methodology than the expertise and personnel in the Bureau of the Census. I say they should have such authority. It is essential the Bureau be protected, as far as possible, from potential endless litigation contesting the specific methods it may employ.

Mr. ROSENTHAL. Thank you very, very much, Dr. Hauser.

I have just a few questions.

Why do not our two distinguished mayors sit up here so we can keep the show moving? I am afraid we are going to run into some problems later on today. We thank both of you for coming, and we will pick you up in a few minutes when we have finished with Dr. Hauser.

Dr. Hauser, I think you may have answered this, but by what methods might it soon be possible for the Census Bureau to adjust the 1980 census in time for apportionment to the State level by January 1, 1981, and to the sub-State level by April 1, 1981?

Mr. HAUSER. I have not yet answered that question; I will be glad to indicate what the possibilities are.

First, the expected data for getting estimates of national undercounts by age, sex, and race—for the demographic analysis is there with enough accuracy to be quite useful; and the 1980 census results, if the census tapes cannot be run by age, sex, and race in time to meet the January 1 deadline on a complete basis—could be obtained from a small sample, say, 1 percent, that would result in 2.2 million people drawn from the census schedules or from the census tapes, with sufficient accuracy and such negligible sampling error as to get quite accurate measurements of the degree of undercount on a national basis. That would be undercount by age, race, and sex; it would not be for Hispanics.

You could get a measurement of undercount for Hispanics. The Bureau of the Census already has some 50,000 or 60,000 schedules from the Current Population Survey taken almost at the same time that the census itself was conducted. That would be matched against the same households in the census to provide measurements of undercount of Hispanics and by other characteristics, if desired, including possible regional differentials in undercount.

On the basis of the experience of the Census Bureau, the measurement of undercount from matching studies is not nearly as great as the

measurement of undercount from demographic analyses. But ratios could be obtained from the matching study and ratio estimates applied to the national measurements of undercount so as to get a quite adequate statistic for adjusting the undercount of Hispanics.

If it is possible for them also to match still another 50,000 or 60,000 cases as the present plan provides for enumerations done this August—which I think have already been done—then, you simply have a larger sample to extend the thing possibly not only to regional differences but also by size of place, say, large metro areas, middle metro areas, and rural areas, so that that would provide a basis for adjustment.

Finally, if nothing but the national undercount by age, sex, and race were available, the synthetic method could be used all the way down to the smallest hamlet you please; and across the board there could be no dispute that the figures obtained would be closer to the truth than the unadjusted census data.

There are various levels of precision. It has been pointed out that the adjustment might involve "tinkering." I think Congressman Leach used that terminology—that this would permit political tinkering and referred to a possible conspiracy.

I worked in the Bureau for some 10 years, and I certainly never had any evidence of politics trying to influence the statistics, with some brief exceptions during the Nixon administration. [Laughter.]

I published an article on this in the American Statistician. During that administration, there were commissars in the Bureau.

Mr. ROSENTHAL. Let me try to move this along. We are going to have a lot of time problems.

We are going to hear from the city of Los Angeles today that they have some specific undercounted populations which they are concerned about. Can the Bureau of the Census, in your judgment, do regionally specific adjustments for the undercount?

Mr. HAUSER. In my judgment, yes, but only at a great expense and great disruption of the present program which must be made up. I keep coming back to this. I think that if I were in Mr. Barabba's place—and I was when I was Acting Director—I would resist this movement also because it completely disrupts the time schedule and the program of census tabulation.

Mr. ROSENTHAL. Do you think that is why he is so resistant to making any modifications?

Mr. HAUSER. I would expect so, because I know he would not disagree with the fact that the adjusted data would be more accurate.

Mr. ROSENTHAL. My guess is that the Bureau of the Census, when they testify later this afternoon, about 4:30, are going to say that you have been out of it for quite a period of time, and they are going to give us a whole host of 101 technical reasons why nothing can be done.

Mr. HAUSER. I would be glad to participate in the discussion with them. In my judgment, although I have been out of the Bureau now for about 30 years, I have not been away from reading their publications, and teaching their materials, and keeping up with the methodology in the private business research firm with which I am associated.

Mr. ROSENTHAL. OK.

Ms. OAKAR?

Ms. OAKAR. Very quickly, because I know you are trying to move along.

You use the word, "truthful," several times. You are saying that, in effect, the unadjusted data are untruthful. Is that right?

Mr. HAUSER. In this sense, yes. The unadjusted data are further from the truth than the data with the adjustments that can be made with the knowledge the Bureau now possesses.

Ms. OAKAR. In order to arrive at the truth, you feel, from your experiences, with the exception of the Nixon administration—we all understand that—that Members of Congress and the administration are the policymakers and that, as such, when they set policy, there would not be any interruption of the statistician's arrival at the truth. Is that correct?

Mr. HAUSER. Let me qualify this in one sense. The truth does not exist anywhere in an absolute sense. All statistical data are subject to some degree of error. My point is that the adjustments that can be made are closer to the truth than the unadjusted data.

Ms. OAKAR. And you feel the Census Bureau could do this without political interference so that the American people, on an individual basis, could be counted properly?

Mr. HAUSER. I am sure I can do it. But may I say, I do not want Mr. Barabba's job; I do not envy him at all.

Ms. OAKAR. Thank you, Mr. Chairman.

Mr. ROSENTHAL. Mr. Courter?

Mr. COURTER. Thank you, Mr. Chairman.

Very quickly, it is obvious by your testimony that you believe the adjusted figures would be more accurate than unadjusted census statistics. You answered my question really. My first question was going to be: Is it your opinion—and, of course, we will find out later that the Census Bureau has that same very affirmative answer to that question with regard to more accuracy.

Mr. HAUSER. Yes. And, as a matter of fact, in the depositions I have seen in connection with the Detroit case, the census experts have affirmed that the adjusted data are more accurate.

Mr. COURTER. Assume, for example, that the adjusted data are more accurate than the other, and we are always dealing with degrees of accuracy. I take exception with regard to "truthfulness" and "nontruthfulness." Everything, obviously, is not going to be perfect; we will obviously be skipping people or including too many people. Is the claim of more accuracy likewise true within a jurisdiction? There are about 40,000 of them throughout the United States. Or is that true with regard to the entire United States or region?

Mr. HAUSER. It is true across the board. It is quite possible that any given very small place may, through the kind of adjustments that are involved, be made further from the truth.

Mr. COURTER. That is my point. In other words, what we are saying here is, possibly through an across-the-board adjustment, you may make some jurisdictions less accurate than before.

Mr. HAUSER. That is possible.

Mr. COURTER. Is that a real problem?

Mr. HAUSER. No, because the number of jurisdictions that would be inaccurate and the size of the population involved is so much greater for those where the error lies in the unadjusted data than for the relatively small parts of the population where the truth might be further

away with adjustment, you are comparing the body of the horse with its tail.

Mr. COURTER. But it is important to get in the testimony that the adjustment may skew statistics into a certain area, making it less reliable than the actual count without adjustment.

Mr. HAUSER. In a minor way.

Mr. COURTER. It might be very major if it depends on representation in a particular municipality or jurisdiction or State.

Mr. HAUSER. If you are talking about areas large enough to have a Congressman, then I would say the probability—

Mr. COURTER. Let us say we are talking about areas small enough to receive Federal aid. I am sure jurisdictions as small as 3,000 or 4,000 people receive direct or indirect grants.

Mr. HAUSER. There might be some.

Mr. COURTER. I just wanted to make that clear. Thank you.

Ms. OAKAR [presiding]. I want to yield to the chairman of the Subcommittee on the Census.

Mr. GARCIA. First, I want to welcome you. You will forgive us because this place is like—you are constantly on a bicycle here.

We had some excellent testimony from you in Chicago—Cardiss Collins and I—and I remember very much what you said about the question of the census and the future of the census in terms of enumerating. It becomes very clear to me over this past year, having traveled to many cities across America, that, in fact, the whole concept of the census, as Mayor Koch described, "touching a warm body," may be somewhat outdated. We may have to, over the next 10 years, start to look at a new way in terms of addressing the question of enumeration, the question of counting American citizens, so we comply with the Constitution.

I remember the testimony in which you said that, in many instances, we do not have to go out physically and count, that we have the scientific means and ways of being able to accomplish this.

I missed your testimony. But is that pretty much what you said during my absence?

Mr. HAUSER. Pretty much, if the appropriate techniques are used.

Let me make a statement which, to laymen, may seem preposterous. A good sample survey done in each State could provide more accurate figures for apportionment than a so-called "complete census count." What I am getting at is this. This is possible if you need an explanation because if you took an adequate sample—if you could afford to spend a lot more money per person or per household than you possibly can when you try to count everybody—and the errors that come from trying to count everybody may be much greater than the small sampling error in a well-designed and implemented sample.

Mr. COURTER. May I follow up on that?

Mr. GARCIA. Surely.

Mr. COURTER. The problem with that logic is the fact that very often mistakes are made, not by counting the individuals but finding the units where the individuals may be living. So you really cannot make a conclusion, can you?

Mr. HAUSER. Yes, you can, for this reason. If you have got \$200 per household to spend to try to find it, as compared with a much

smaller amount of money when you are doing a complete census, you can probe much more intensively and greatly increase the probability of finding it.

Mr. COURTER. But that assumes the fact that growth is fairly even throughout jurisdictions within a State or various States.

Mr. HAUSER. Not at all.

Mr. COURTER. You are the expert; I am just asking the questions.

Mr. HAUSER. Modern sampling theory, in fact, would deny the statement you just made.

Mr. ROSENTHAL. Mr. Leach?

Mr. LEACH. Thank you, Mr. Chairman.

First, I would like to make one brief correction. I did refer to the word, "tinkering," but I never used the word, "conspiracy." I really have not alleged that the trilateralists have taken over the Census Bureau. [Laughter.]

Second, I think it is clear that adjusted statistics can be more accurate than unadjusted, but political tinkering could create havoc and produce statistics that are even worse. I would assure you that efforts to tinker are more recent than the Nixon administration, but this Census Bureau, to their great credit, has stood above them.

As you know, there is the great admonition of Mark Twain that there are three kinds of lies: lies, damn lies, and statistics. I happen to think that the greatest security for this country with regard to the census lies in statisticians who can add; the second greatest security lies in statisticians who can multiply as well as add; and the least security lies in statisticians who are politicians.

Finally, let me ask just one question. It is true that, in a very gross sense, it is possible to apply adjustments to a total figure for the Nation maybe relatively soon, like the end of this year. But do you really believe that accurate adjustments can be made at the level of the 39,500 revenue-sharing units as early as this year? The information I have is that the Census Bureau has that as a task, using the most refined—and I would like to stress this—sophisticated material and equipment and brains, but does not believe it can arrive at those statistics for a couple of years.

Do you think that, for some reason, they can be arrived at by December of this year?

Mr. HAUSER. The December date is not necessary for sub-State areas; under the law, they have until April 1. The State figures must be provided by January 1, but the sub-State by April 1; so they have an extra 3 months.

Let me put it this way: For areas that might be affected for congressional apportionment purposes, I think the answer is in the affirmative, that they could still be obtained. For many of the smaller areas the answer may be, no, not except through a method that is called the "synthetic adjustment." The synthetic adjustment could do this; there would be somewhat greater error involved than if you did the more detailed procedures to which I have referred; but the synthetic adjustments across the board, applying nothing but the national under-count proportions all the way down, would, without question, provide more accurate figures than the unadjusted data.

Mr. LEACH. I thank the chairman.

Mr. ROSENTHAL. Chairman Garcia?

Mr. GARCIA. My colleague, Congressman Leach, and I have been very good friends over a long period of time, and I respect his opinion, but I will say that I am somewhat disappointed in some of the phraseology he has used today in terms of this subcommittee and what we have been trying to accomplish.

I can assure you, as one who is of Hispanic background, Professor, that I am not here for the purpose of political means. I am here to insure that minorities, both black and Hispanics, are counted. I had 24 hearings across this country specifically aimed to those minority communities, and I really resent this very much. I take it personally because of all the work that I have done in this area. I would like to think that the main reason we are doing it is that, finally, minorities get a fair share because for too long we have done without.

Mr. LEACH. Will the gentleman yield?

Mr. GARCIA. I certainly will.

Mr. LEACH. First, let me say—and I am sorry you were out of the room when I commented—that I could not agree with you more about the constitutional requirement to count everybody and that this Census Bureau has the responsibility of trying to count everybody.

As far as the work you have done on the census is concerned, no Member of this Congress has ever spent more time and dedication to trying to get that job accomplished than you have, Bob. I immensely respect it.

I would also like to be very clear that I am a firm believer that you count citizens, illegal aliens, legal aliens—everybody—for a head count. We might happen to disagree on whether we should, for apportionment purposes, count noncitizens, but the fact is, it is in the Constitution. All of us have an oath to uphold the Constitution and that is the situation today.

I admire your efforts, and I am completely in agreement with the importance you place on counting everybody. There have been very few things we have disagreed on. I did not intend any implication to go in your direction.

Mr. HAUSER. Mr. Chairman, if I may, since your colleague chairman was out on his duties when I testified to it, if you do want an adjustment for Hispanics out of the 1980 census and in time for apportionment, it would be necessary to make sure that the Bureau of the Census completes that matching job between CPS and a sample of the 1980 census in time to get it, or you will not have it by that January 1 date.

Mr. ROSENTHAL. Mr. Atkinson?

Mr. ATKINSON. How important is it to know what the makeup is of a community or a country? What is the importance of knowing how many bathrooms there are in America or what the average income is? Are we not looking for head counts? My big complaint, of course, is illegal aliens; I think they ought to be deported to make room for the people who live in this country, who are here by virtue of a visa, or whatever the case may be. I am very clear on that, I hope.

My point in this matter is different. If you are looking for a pure head count, why not rely on the Postal Service. Who knows the neighborhood better than the Postal Services? Has the use of the Postal Service ever been taken into consideration for its cost-effective-

ness? I believe this is a very cost-saving way of doing things. They are people who go into that neighborhood every day; therefore, they do not have a fear of it. They are people who have communications with people in those neighborhoods. For some that is their only contact with the Government in many cases—the U.S. Post Office.

Has the Bureau of the Census ever considered the fact that the postal employee may be the very best route to take?

Mr. HAUSER. Mr. Chairman, the Congressman has asked several questions; I shall be brief in my answer.

First of all, why count bathtubs and income? I have two books on the subject that I would like to refer you to; you will not have time to read them, but I can answer very quickly this way. The questions about housing, including bathtubs, were first introduced in the 1940 census when I was assistant chief statistician of that population and housing census and had a hand in the introduction of those questions. The reason is that housing and construction are a multibillion dollar industry, and the bathtub questions happen to be the best possible way of ascertaining the quality of housing.

The construction and housing field, with the multibillions of dollars involved, begged for that question, not to mention the billions of dollars that the Federal Government itself expends for public housing. Those are critical data in the analysis of housing need, block by block, throughout the Nation.

The income question? The strongest advocates for the information on income were the business community. Free enterprise wanted to have information for marketing analysis and distribution purposes. The more information they have of that character, the more efficient can private enterprise be.

With respect to the Post Office, there is nothing new about that. In 1937, I was assistant chief statistician of a registration and sample census that the Congress caused to be taken because, you will remember, the 1930's nobody knew until 1937 how many unemployed there were in the United States. We used the Post Office. The point is yes, there have been cost-effective analyses.

Mr. ROSENTHAL. Dr. Hauser, I want to get to the testimony of our two distinguished mayors. Are you going to be able to stay around most of the day?

Mr. HAUSER. I am at your pleasure, Mr. Chairman.

Mr. ATKINSON. Mr. Chairman, did he answer that they did use the Post Office? It is cost effective, or it is not cost effective?

Mr. HAUSER. We used it in the 1937 operation. It turned out about three volumes published based on a registration handled by the Post Office, was not worth the paper they printed it on. And the very thin volume called the Post Enumerative Check based on a sample of the operation where enumerators were used was the only information worthwhile out of that operation.

Mr. ROSENTHAL. Were you impressed by Mayor Koch's comment that he would let private industry do this? Could private industry have done this job?

Mr. HAUSER. I would say impressed, but negatively.

Mr. ROSENTHAL. Me too. [Laughter.]

Who were you thinking of? Lockheed? Chrysler? Penn Central? Whom were you thinking of?

Mr. HAUSER. Any one of those you just mentioned certainly indicate they are short of super analysts and super management people. I am thinking of the kind of business firms that are competent to do sample surveys or to conduct a census operation. I will repeat, without any fear of being contradicted, that there is no staff in the United States more competent to do a sample survey or conduct a census than the staff that is now in the Bureau of the Census.

Mr. ROSENTHAL. So, what is the problem?

Mr. HAUSER. The problem is that there has not been a policy with respect to making the adjustments for undercount.

Mr. ROSENTHAL. Whose fault is that?

Mr. HAUSER. The administration, the Congress, and the courts. And the court is now going to decide the issue for the administration and the Congress.

Mr. ROSENTHAL. You mean the administration and the Congress have abandoned their responsibility to the courts once again?

Mr. HAUSER. That is right. You have not made an affirmative policy decision on this matter.

Mr. ROSENTHAL. OK.

Are you going to stay around for the rest of the day and tell us where Mr. Barabba is wrong after he testifies? [Laughter.]

Mr. HAUSER. I do not think we are going to disagree, except that if I were in his shoes, I would also want to be sure I had more money and more time.

Mr. ATKINSON. Mr. Chairman, I really have to persist for just one final question because it follows the line of questioning.

Mr. ROSENTHAL. Do you have to do this, really?

Mr. ATKINSON. I really do, for one reason. I will not ask another question—I promise you.

I think what has fouled up the whole situation is that the Founding Fathers never intended to count bathrooms or the average income. I think we have hurt the whole system by going beyond the head count.

When you ask people how much they make, how many bathrooms they have, and how many cars they have, and their life history, you are not going to get a response. Some people cannot respond that way; they do not have the background to do it; some people think it is an invasion of privacy; and some just ignore it altogether. If you ever got back to a strict head count and nothing more, I think you could get the kind of figures you want.

That is all, Mr. Chairman.

Mr. ROSENTHAL. Thank you very much, Dr. Hauser.

[Mr. Hauser's prepared statement follows:]

TESTIMONY OF DR. PHILIP M. HAUSER

FORMER ACTING DIRECTOR
of the
U.S. BUREAU OF THE CENSUS;
PROFESSOR EMERITUS OF URBAN SOCIOLOGY
AND DIRECTOR OF THE POPULATION RESEARCH CENTER,
UNIVERSITY OF CHICAGO

before the

SUBCOMMITTEE ON COMMERCE, CONSUMER
AND MONETARY AFFAIRS

and the

SUBCOMMITTEE ON CENSUS AND POPULATION

U.S. HOUSE OF REPRESENTATIVES

JULY 31, 1980

My name is Philip M. Hauser. I was born in Chicago in 1909 and educated at the University of Chicago where I took a BA, MA and Ph.D, the latter in 1938.

My relevant employment experience includes service in the Bureau of the Census from 1938-1949 where I began as Assistant Chief Statistician of the Population Division and rose to become Deputy Director of the Bureau. I resigned from the Bureau in 1947 to accept a professorship at the University of Chicago.

Upon the death of the Director of the Census in 1949, Secretary of Commerce Sawyer prevailed upon me to come back to the Bureau as Acting Director for the planning of the 1950 census. I remained in this post until mid-1950 and I'm proud of the fact that, as Acting Director, I made provision for funds to be used for the evaluation of the census including provision for a post-enumeration survey. I should point out that in one capacity or another, I have worked on 5 decennial censuses.

In 1946 and 1947 I was Assistant to the Secretary of Commerce for Policy simultaneously with being Deputy Director of the Census.

I also served as U.S. Representative to the Population Commission of the United Nations from 1947-1951.

I've had the good fortune to have been elected to the National Academy of Sciences and International Statistical Institute.

I am presently a Professor at the University of Chicago.

It is an established fact that previous decennial censuses of the United States have failed to count 100 percent of the people of the nation and that the undercount varied for different elements of the population. In the censuses of 1970 and 1960, for example, the undercount of blacks was four times that of whites.

Although it is not known at this time what degree of completeness of enumeration will be achieved in the 1980 Census of Population, the probability is great, as is acknowledged by census experts, that there will again be a net undercount

of the population and that it is likely again to be greater for blacks and other subgroupings of the population than for whites and to vary by other population characteristics.

With these considerations in mind I have attempted to answer the following questions:

1. Is it possible to measure the differential undercount in the census and to make adjustments for the undercount to obtain statistics closer to the truth than the unadjusted census data?
2. Can the measurement of the differential undercount and the adjustments still be made for the 1980 Census of Population so as to meet present deadlines for purposes of apportionment of the Members of the United States House of Representatives? That is, is it possible to have adjusted census statistics for states by January 1, 1981, and for sub-state areas by April 1, 1981?
3. What impact would the necessity to adjust the census statistics for undercount have on the Decennial Census program?

I shall not venture any opinion on the constitutional question involved because I have no competence to make such a judgment.

Would census statistics, adjusted for undercount, be closer to the truth than unadjusted census statistics?

The answer to this question is definitely in the affirmative. The state of the art of demography and statistics has progressed in the past several decades so that there can be no scientific basis for denying this statement. Furthermore, the Bureau of the Census has done excellent research on this matter, much of which is published, that affirms this conclusion. The Bureau of the Census possesses personnel with the requisite expertise and competence to measure the differential undercount and to make the necessary adjustments.

Can the adjustments for undercount still be made for the 1980 Census of Population?

The answer to this question is also in the affirmative. Although the Bureau of the Census has not included the necessary procedures to make the adjustments to meet the necessary deadlines, there is still time to modify their present procedures so that the January 1 and April 1, 1981, dates can be met. In fact, much of the statistical work necessary to make the adjustment by the deadline dates has already been done and what remains to be done can be achieved by modification of the present procedures and time schedule.

The specific technical and administrative changes required will be presented.

It is to be noted that there are alternative methods for making the adjustment for undercount and that there is no one method or combination of methods that is definitely known to be the best. However, there can be no question on the basis of what is known that whatever procedures the Bureau of the Census elects to make the necessary adjustments will result in statistics that would be closer to the truth across the board than the unadjusted census data.

What impact would the requirement that the Bureau of the Census adjust the 1980 census for undercount have on the Decennial Census program?

The present Census budget and plans, consistent with past practices, have not included provisions for adjustments for the undercount within the time deadlines for using population data for apportionment purposes. It would be desirable if supplementary appropriations were provided so that the Decennial Census program as now scheduled would not be disrupted and the other data generated by the Decennial Census would not be curtailed. It may also be necessary to give the Bureau of the Census more time than is now provided to complete the other, on-going census program as planned.

Finally if the Bureau of the Census is required to make the adjustment for undercount it would be desirable to provide it with uncontested authority to make the adjustment using in its judgment the best possible methodology. It is essential that the Bureau be protected, so far as possible, from potential endless litigation contesting the specific methods it may employ.

Mr. ROSENTHAL. The next witnesses are the Honorable Richard Berkley, mayor of Kansas City, Mo., and the Honorable Maynard Jackson, mayor of Atlanta, Ga.

Let me say I am delighted both of you could be here. I want to apologize for the delay. We are enormously grateful for the contribution that we anticipate you will make.

Mayor Berkley, you were here first, so you should go first.

Mr. BERKLEY. Let me say, Mr. Chairman, that Mr. Jackson has another commitment, and he has asked to go first, and I would defer to him.

Mr. ROSENTHAL. Please proceed, Mr. Jackson.

STATEMENT OF MAYNARD JACKSON, MAYOR OF ATLANTA, GA., AND CHAIRMAN OF THE COMMITTEE OF INQUIRY INTO THE 1980 CENSUS, U.S. CONFERENCE OF MAYORS; ACCOMPANIED BY JOAN BANNON, U.S. CONFERENCE OF MAYORS

Mr. JACKSON. Messrs. Chairmen, I am Maynard Jackson, mayor of Atlanta, Ga., and chairman of the Committee on the Census for the U.S. Conference of Mayors.

The committee I chair that is advisory to the Department of Energy is now in session. I left it to come and testify because of the importance of this issue, and I very much appreciate Mayor Berkley allowing me to precede him. I can assure you that, as a cleanup hitter, he is better qualified than I.

Chairman Rosenthal and Chairman Garcia and distinguished members of Congress, I am accompanied today by Dr. Joan Bannon of the staff of the U.S. Conference of Mayors, and I want to express my appreciation for her assistance in the development of my testimony—the formal, written part of it. The tirade follows the written part.

I also want to express to Mr. Barabba, who truly has a difficult job, the fact that the positions we take are not personal; there are only a few little bitty things at stake here: money and votes. He truly has a job that no one would like to have. He is admired, and his sanity in taking the job should be questioned because, truly, it is a difficult challenge.

So, our comments do not relate to individuals, but I think the system is in need of major surgery.

So I thank you for the chance to testify today on behalf of the U.S. Conference of Mayors on the 1980 census and on the steps which could potentially be taken to improve the census count.

As you know, there have been many problems with the conduct of the 1980 census—with local review programs; the hiring, training, and supervision of enumerators; the Census Bureau's advertising program; and other Census Bureau activities.

The local review program is of most immediate concern to the mayors. In a survey of 100 cities conducted last week by the U.S. Conference of Mayors, 56 percent of the cities reported that the census count and preliminary population figures were not accurate, a percentage which may climb higher—which I predict will climb higher—as more cities receive and evaluate the numbers transmitted from the Census Bureau.

Cities also are experiencing difficulties because of the very tight—you may recall my earlier testimony before this committee—10-day review period following the rather abrupt cancellation of the first phase of the local review program, not nearly enough time for most to check the preliminary figures of the Census Bureau.

Mr. ROSENTHAL. I hate to interrupt you, Mayor Jackson, but this is a very, very significant statement you made up above there. Could you just tell us, briefly, how they reported this information to you and the basis of those reports?

Mr. JACKSON. The staff of the Conference of Mayors checked with the cities involved. They probably did not have to make too many calls to the cities because the calls were coming in across the country.

Mr. ROSENTHAL. Do you have a list of those cities?

Mr. JACKSON. Certainly. We will provide that for the subcommittee.

Mr. ROSENTHAL. Without objection, it will appear in the record at this point.

[The material follows:]

How Cities View the 1980 Census

100 City Survey

August 4, 1980



**United States
Conference of Mayors**

CONTENTS

INTRODUCTION	1
I. LOCAL REVIEW PROCESS	4
II. PERFORMANCE OF CENSUS ENUMERATORS IN CITIES SURVEYED	11
III. CITIES' EVALUATION OF CENSUS BUREAU COMMUNITY SERVICE REPRESENTATIVES	15
IV. CITIES' CORRECT COUNT COMMITTEE	17
V. CITIES' EVALUATION OF CENSUS BUREAU ADVERTISING CAMPAIGN	19
VI. RELATIONSHIP BETWEEN CITY AND CENSUS BUREAU LOCAL OFFICE	23
VII. OTHER MAJOR MISTAKES THAT OCCURRED IN CITIES	24
CONCLUSION	29



INTRODUCTION

Strong concern about large numbers of citizens not being counted, frustration with Census Bureau materials and information, numerous reports of mix-ups and omissions, and an overall fear that the count of 1980 is inaccurate, are among opinions expressed by numerous cities across the country, according to a recent survey of 100 cities by the United States Conference of Mayors.

The survey was designed to draw a composite picture of cities' experiences with the 1980 count, including cities' evaluation of the Census Bureau's advertising campaign, their local Census District Offices, Census Bureau Community Services Representatives in their areas, and local Complete Count Committees. In addition, cities were asked to indicate what, if any, problems have occurred with Census enumerators, follow-up procedures, the local review process and other related activities.

Survey results indicate that of the cities surveyed, more than half (53) experienced problems with Census Bureau enumerators and follow-up procedures. Of the 80 cities that had received their preliminary data from the Bureau on the 1980 count, 70 percent, or 56 of 79 cities answering this question, questioned the accuracy of the count thus far. And 43 cities of the 100 surveyed pointed out other major mistakes and difficulties. The survey responses also indicate that 42 cities feel that the advertising campaign of the

Census Bureau has not been effective and thorough and that perhaps one in four cities did not know of the Census Bureau's Community Services Representatives in their area. Cities were generally more positive about their local Census District Offices, with 87 percent indicating that the local office had been accessible and responsive to them during the process.

The 1980 count of population will be a key in future distribution of about \$50 billion of federal programs which are tied to population figures and will serve as the basis for this decade's Congressional and state legislative reapportionment. The importance of the count to cities is expressed by a city official in a Far Western city, who stressed:

We are very concerned about the undercount and what it will mean for us over the next decade, so we are going to contest the process because we feel that the count for our city is inaccurate. So much of what happens to us and what is available to us in coming years depends upon these figures. But we have little control over the process--some of the figures the Census people won't even show us. *But it's our future, not theirs!*

THE CONFERENCE OF MAYORS SURVEY

Designed to ascertain the reaction of cities to several aspects of the Census count of 1980, the Conference of Mayors survey on July 24 and 25, 1980, included telephone interviews with city personnel in 100 cities across 42 states and Puerto Rico. Cities surveyed included the 42 largest in the country.

plus 58 others chosen at random from cities of between 30,000 and 100,000 population. Appendix I contains a list of cities surveyed. Appendix II contains a list of the survey questions.

The following report of cities' responses begins with their evaluation of the Census Bureau's housing unit and population figures, which are being distributed to local officials for their review. In Section I, cities evaluate their local review program. Section II reports the problems that cities noted with Census enumerators and follow-up procedures. Section III indicates cities' perceptions of their local Census Bureau Community Services Representatives. Section IV presents information on local Complete Count Committees and their relative effectiveness. Section V describes city officials' reaction to the Census Bureau's advertising program. Section VI sets forth the cities' evaluation of their local district offices and finally, Section VII notes some additional problems which cities have experienced.

I. LOCAL REVIEW PROCESS

Cities in the survey were asked to evaluate their local review program, i.e., examination of the preliminary data from the Census Bureau. At the time of the survey, 20 had not received or had just received their preliminary data, so they could not respond. Of the remaining 80, 41 felt that the process of local review was going or had gone smoothly and effectively, while 39 said that it had not gone smoothly and effectively.

Problems that cities experienced stemmed from: 1) the ten-day review period, which 16 of the 39 felt was too short; 2) problems relating to the format of the preliminary data; 3) changes in Census Bureau time schedules or in receiving materials later than expected; 4) cancellation of the first phase of the local review process, allowing them to evaluate the pre-Census housing count; 5) perception of a lack of cooperation with the city from the Census Bureau; and 6) technical difficulties with the preliminary data, e.g., poor or useless tapes containing the information, etc. Table 1 presents these problems.

The most often-cited problem with the local review process was that the ten-day review period that cities had was too short. Atlanta, for example, received its preliminary figures just before the July Fourth holiday, and its employees worked the holiday weekend around-the-clock to analyze the data on its citizens. Tacoma, which had just

gotten its data, anticipated that ten days will not be long enough: "We will need 45 days for a detailed review." Birmingham pointed out that ten days to review four month's work is not enough, and recommended that in the future there be a local review for the final count, not just the preliminary figures.

TABLE 1: PROBLEMS CITIES EXPERIENCED WITH LOCAL REVIEW PROCESS

I. 10-day Review Period is too short	16
II. Census Bureau has changed time schedules, has delayed getting materials to city, etc.	9
III. Problems with format of materials received from Census Bureau	7
IV. Cancellation of pre-Census housing count has caused difficulties	7
V. Lack of cooperation on part of Census Bureau	6
VI. Technical problems with data received from Census Bureau, e.g. tapes were garbage, etc.	3
TOTAL	48

Note: 20 cities had just received or had not received preliminary data.

Nine cities suggested that the Census Bureau had created problems for them by changing time schedules,

delaying getting materials to them and similar problems. Charleston noted that they were "upset that local procedures were changed in mid-stream. None of the deadlines or time frames that the Census Bureau led us to expect has been honored." Gulfport never received up-to-date Census maps within the time limit expected. Los Angeles stressed they had experienced a "piecemeal data flow into the city."

Seven cities expressed frustration with the format and quality of materials received from the Census Bureau for their preliminary review. According to an official in Portland, Oregon, "The printout is ridiculous. The material is presented in an unreadable form. Instead of block-by-block data, the statistics are presented by enumeration districts and accompanied by a 'hand-drawn' map." Since receiving the materials, the staff had worked around the clock to decipher the information so that they could conduct a local review. Ann Arbor noted problems with maps, and Forth Worth argued that the block forms used in identifying errors could have been sent to them sooner so they could have become familiar with them. Los Angeles pointed out that they had not been "advised of the change in the format of the local review, and that tapes and printouts did not conform to what they had been promised." New Haven felt that the Census Bureau had "reneged" on the block count. Rochester noted that the local review process had been changed three

times and that the city was not sure what it would be responding to until the figures came out. Rockville got maps of the enumeration districts late and never received revised versions, so they could not do an adequate review. San Jose labeled the maps submitted by the Census Bureau District Office as "extremely confusing." Miami noted that maps and materials that they received from the Census Bureau were not only late, but inaccurate. They pointed out, "This would not have been much of a problem, but a year ago the Census Bureau encouraged us to gear up for local review, which we did, and it was established on a block-by-block basis. Then, without our knowing it, the approach was changed to enumeration districts. Thus, the problem of timing and other slipups, have caused confusion."

The 80 cities which had received their preliminary data and had examined it to some extent, included 23 that felt the housing count and population figures were generally accurate, while a much higher number, 56 cities, disputed their accuracy. Twenty could not comment because they had not received their preliminary data or had just received it.

Forty-three cities of the 56 that disputed the accuracy of the preliminary figures noted specifically that population figures were too low. These included an estimated undercount of 50,000 to 100,000 in New Orleans, 99,000 in Phoenix, 100,000 in San Antonio and about 125,000 in San Juan.

Berkeley felt there had been at least a 10 percent undercount of its citizens; Portland, Oregon that the figures were off by 8-12 percent; Boston that the population figure was 21 percent low; Hartford that there was an undercount of 20-25 percent; Forth Worth that 13 percent of their citizens were missed; Lake Charles that 10-15 percent were not counted and Yonkers that the numbers were off by 10 percent.

TABLE 2: PROBLEMS OF CITIES WITH THE HOUSING COUNT AND PRELIMINARY POPULATION FIGURES

Question: If the housing count and preliminary population figures for your city are not accurate, how are they inaccurate?

RESPONSE	NUMBER OF CITIES
I. Population Figures are too Low	43
Undercount of minorities	16
Undercount of inner-city residents generally	6
Undercount of students	4
Undercount of other categories, e.g. annexed areas, renters, new subdivisions	3
II. Housing Unit Count too Low	10
III. Group Quarters Figures too Low	7
IV. Vacancy Rate too High	4

Number of responses 64*

*Number of responses is higher than 56 cities because some cities mentioned more than one inaccuracy

Sixteen cities pointed out specific instances in which they feared that minorities and/or inner city residents had not been adequately counted. Atlanta noted a systematic undercount of blacks. Columbus feared that there was more than a 5 percent undercount of minorities and Lima found an overly drastic drop of 35 percent in certain neighborhoods. Four cities felt that students were missed, two suggested persons in newly annexed areas and subdivisions had not been counted and one noted renters were undercounted.

Ten cities felt the count of housing units was low. Boston suggested the count was 4 percent short on housing and Cincinnati, "several thousand units under the correct figure." Fort Worth estimated a total housing undercount of 5,000 units; Gary, that housing units were undercounted by 20 percent. Berkeley estimated a 4 percent undercount, which "throws the population count off tremendously."

In addition to population and housing unit undercounts, cities noted other difficulties. Seven suggested that the group quarters count was too low, and 4 felt the vacancy rate of their housing units was too high. Atlanta cited the undercount of group quarters, which they estimate represents a loss of thousands of persons. Gary noted the Census reported only 330 persons in group quarters, while the city knows from its own survey that there are more than 1,000 in such category. Fort Worth also cited the group

quarters undercounted and four cities suggested that the vacancy rate of city dwellings listed by the Census Bureau were inaccurate. Burlington felt that perhaps the timing of the Census was a factor: "The data understates the population numbers because this is a resort town and school is not in session." Los Angeles described the Census Bureau's assessment of its vacancy rates an "unbelievable."

II. PERFORMANCE OF CENSUS ENUMERATORS IN CITIES SURVEYED

More than half the cities surveyed (53) cited one or more problems with Census enumerators or follow-up procedures in their area, including difficulties with recruitment, retention, training and performance. In addition, some cities expressed concern about the overall management of the enumerators by the Census Bureau. Forty-five cities surveyed cited no major problems with enumerators and two did not know of any specific difficulties.

The following table sets forth the categories of problems that cities experienced with enumerators:

TABLE 3: PROBLEMS CITIES EXPERIENCED WITH ENUMERATORS OR FOLLOW-UP PROCEDURES

TYPE OF PROBLEM	NUMBER OF RESPONSES
I. <u>Recruitment</u>	20
Difficulties in hiring enough enumerators in general	12
Difficulties in obtaining enough enumerators who could speak other languages	8
II. <u>Retention of Enumerators - high turnover</u>	11
III. <u>Poor or Inadequate Training</u>	5
IV. <u>Poor Performance</u>	25
Did not perform adequately, e.g. fudged data, did not pick up forms, threw forms away, etc.	9
Did not reach all parts of the population	8
Did not follow-up adequately	8
V. <u>Managerial Problems in Census Bureau that adversely affected enumerators</u>	9
	70

Responses total more than 53 because some cities listed more than one problem.

- Recruitment Difficulties: Twenty cities of the 53 which experienced problems with enumerators pointed out that the Census Bureau had difficulty hiring enough persons to carry out the Census count. As a Midwestern city official stated (Dayton), "There were simply not enough bodies and money" to carry out the 1980 count. In particular, the Census Bureau could not obtain enough enumerators for minority populations, including Haitians, Spanish-speaking, Vietnamese, Laotian and others. Dade County noted that they experienced a "complete breakdown of the system in terms of the count of Haitians," a serious problem affecting from 30,000 to 50,000 Haitians. Providence noted the Census Bureau had difficulty recruiting enough Spanish and Laotian-speaking enumerators. Similarly, Rockville, Berkeley, Chicago, Elizabeth, Lancaster, New Haven and Philadelphia noted problems of recruiting enough enumerators for minority populations in their areas.
- Retention of Enumerators: Another difficulty that 11 cities point out with enumerators was their high turnover. As a California official pointed out, "People don't want low-paying, short-term jobs."
- Poor or Inadequate Training: Five cities noted that enumerators were not adequately trained for their jobs. Detroit, for example, noted that many interviewers were ill-prepared even though they had passed the necessary tests.
- Performance Failures: Twenty-five of the cities which indicated they experienced problems with enumerators cited

poor performance, including reports of enumerators fudging data on forms, throwing forms away, not picking up forms and others. Another serious difficulty was that enumerators did not reach all parts of the population. Baltimore noted the wrong people were sent to ethnic communities in their area; Dade County, as noted above, indicated that Haitians were missed; senior citizens in Detroit were overlooked; Indianapolis felt that many Hispanics and Vietnamese in the city were not reached; Newark pointed out that Spanish speakers were put into Italian neighborhoods; and McAllen felt that their Chicano population was undercounted.

• Managerial Problems: Nine cities surveyed pointed out that mismanagement within the Census Bureau had contributed to problems with enumerators. Atlanta noted that too many demands had been placed on enumerators. Some cities mentioned that operational and management problems were such that some of the Census Bureau staff quit, with resultant bad publicity in the local media. Fort Lauderdale found enumerator lists in that area were not accurate. In Nashville recruitment started too late, according to city officials, and had inadequate pre-planning. One Mid-western city pointed out that the local process seemed disorganized, with enumerators bothering persons who had already returned forms. In addition, the same city indicated that enumerators were not well managed, emphasizing that "the piecework idea is not

good, for it gives persons an incentive to fill out the form whether or not they had completed it legitimately."

One official in Philadelphia suggested that because of the way enumerators were compensated, there may have been a financial incentive for enumerators to declare properties vacant. He pointed out that if a property is listed as being out of the housing stock or if the enumerator cannot find anyone home at an occupied property, he or she gets nothing. But for a vacant property, the enumerator gets \$2.20 per unit. The city's examination of the preliminary data suggests that the rate of vacant property is much too high and the payment policy of enumerators may have contributed to this discrepancy.

III. CITIES' EVALUATION OF CENSUS BUREAU COMMUNITY SERVICE REPRESENTATIVES

The Bureau of the Census hired approximately 200 Community Service Representatives to elicit the support of community groups and organizations in ensuring a complete Census count.

Asked how active and helpful these representatives were to community groups, 48 cities labeled them active and helpful, 12 indicated they had been somewhat active and helpful, 15 felt they were not and 25 did not know. The response "don't know" is unclear as to whether the respondent knew that a Community Services Representative existed and did not know of the activities of that person or did not know that there was such a person. However, many of the comments suggest that cities were unaware that they had a Community Services Representative.

Cities that had a positive experience with the Community Service Representative included Phoenix, which felt that the representative was "very accessible, provided assistance to the Complete Count Committee and talked to various community groups for a number of months," and Newark, where the Community Service Representative sponsored "lots of good activities," including Census Awareness Day, a television appearance, four weeks of radio shows, Census Day with the Mayor, sound trucks, Black Heritage Day parade and spoke to black youth clubs.

Criticisms of the CSR included that representatives worked with the "wrong people," i.e., those that would probably

fill out a form anyway, that there were not enough representatives to do a good job, that turnover was high and the representatives did not take any initiative--were too low-key and lacked experience and skill.

Several cities which had a positive experience with the CSR emphasized also that there were too few. Columbus, Georgia, felt that its representative was "grossly over-extended;" Atlanta noted that there "is a limit to what one person can do;" and Nashville felt that its CSR was over-worked and too spread out. Chicago felt that more Hispanic representatives were needed. Indianapolis felt there should have been more and that they needed "more support from the Bureau."

IV. CITIES' CORRECT COUNT COMMITTEE

Seventy-two cities surveyed had established a Correct/Complete Count Committee, while 28 had not. In Ann Arbor, Boise and Lake Charles, the city government felt it could accomplish such a committee's functions in-house; some cities found it difficult to persuade enough citizens to serve on such a committee; and in Memphis and Lancaster, the county, not the city, set up such a body. Phoenix stressed that its committee had been very effective, with one hundred citizens serving. That body formed subcommittees on topics such as senior citizens, education, business and others and each developed its own program for reaching the specified target group. Dayton noted that its committee worked closely with the Census Bureau's local office, neighborhood councils and block clubs.

Of the 72 cities that had established such a committee, 54 felt that it had operated effectively, 12 that it had not operated effectively and 6 did not know. Of those cities that reacted positively to their committee's efforts, Mount Vernon, for instance, felt that the committee was "very effective," especially in the area of multilingual materials; Newark pointed out that the committee was composed of persons and organizations that "devoted a lot of free time and resources and the community was very helpful and responsive;" the body in New Bedford "supplemented Census Bureau advertising

efforts;" New Orleans described its committee as "damn good;" and Oakland's committee participated in "all Alameda County meetings and was involved in announcements, etc." Pittsburgh boasted that the area realized over 95 percent return on Census forms and described its return rate as the most successful in the region, attributing a lot of the high return rate to its committee.

Those 12 cities expressing dissatisfaction with the performance of the Complete Count Committee mentioned several problems: "ailure of the Correct Count Committee to elicit a higher mail return in the city, inadequate staff, a late start-up date, community distrust and suspicion, complete independence from and lack of communication with city officials, lack of follow-up, inadequate funding, poor relationship between the city and the regional office which complicated the work of the Correct Count Committee, disagreements about directions and funding, and finally, the complaint that the Correct Count Committee simply did not do enough.

V. CITIES' EVALUATION OF CENSUS BUREAU ADVERTISING CAMPAIGN

When asked to evaluate the advertising campaign of the Census Bureau for the 1980 count, 56 cities indicated that it had been thorough and effective, 42 felt that it was not and 2 did not know. Eight of the cities which labeled the advertising effective, however, apparently referred to the overall campaign, including the city governments' own advertising efforts. Ann Arbor, for example, spent \$2,000 to reach students in the area and to encourage their participation. Chicago, Duluth and Philadelphia conducted a strong effort. Philadelphia launched its own poster campaign to correct the misimpression among citizens that April 1st was the last day for filing, an impression they felt Census Bureau posters had fostered.

Houston, McAllen, Charleston, West Virginia and San Antonio pointed out that their Complete Count Committees contributed heavily to the advertising campaign. In San Antonio, the Complete Count Committee organized a complete media blitz, complete with training workshops, distribution of fliers at shopping centers, inclusion of information on the Census included in utility company bills and other activities.

Cities that felt the advertising campaign had not been effective and thorough pointed out three major problems: 1) that it was not tailored to local areas; 2) that it was not

geared sufficiently to reach minority populations; and 3) that it did not emphasize the importance of being counted. Boston pointed out, for example, that the advertising effort made "no attempt to localize the campaign and did not invite involvement of either the public or private sector of the city." Hartford felt that the advertising was "too far removed from the local community."

Twelve of the 42 cities that criticized the advertising indicated that the advertising campaign neglected minorities, both in terms of the content of its message, as well as in providing enough foreign language advertising. Dade County felt that more advertising had been needed in Spanish and in the Haitian patois. Elizabeth pointed out that greater efforts were needed to reach not only its minority population but also its illegal alien population, which it estimates to be about 20,000 persons. Wilmington stressed that the advertising was "not directed to those most likely to be undercounted, missed or who are afraid to return forms or to submit information."

To counteract the perceived deficiency in the advertising for minorities, a number of cities, such as Mount Vernon and New York developed their own advertising. Mount Vernon pointed out that they received no assistance from the Census Bureau when they requested brochures, posters and other materials to publicize the campaign. Thus, the city "had to

conduct and develop its own multi-lingual campaign." The Citizen Participation Division of the Bureau of Planning in Lancaster organized meetings with community groups; private business and the community in Los Angeles developed outreach to minorities in that area; Newark wrote special articles and editorials tailored to minority citizens; Sioux Falls worked with the Census Bureau to send fliers to minority organizations and Yonkers took general information distributed by the Census Bureau and rewrote it for Hispanic, black and Arabic citizens. Providence pointed out the difficulty of reaching all minorities because "most advertising assumes television and radio sets and that people are going to buy newspapers. Effective outreach to minorities must include additional methods."

San Francisco pointed out that the Census Bureau did not understand the uniqueness of its multi-ethnic population. "Local people had to make their own effort to reach Hispanic, Chinese, Vietnamese, Cambodian and other citizens who do not speak English. There was no money so city staff persons and others chipped in their own contribution to finance an advertising effort in other languages." New Orleans drew attention to the fact that there was no money available to the city to target advertising to specific population groups and suggested that "it would be better in the future if instead of prime-time ads of the Census Bureau, cities should be accorded funds

to develop and target their own advertising for citizens."

Finally, Burbank was among cities expressing dissatisfaction with the content of advertising messages developed by the Census Bureau, noting that they "did not adequately stress the importance of responding to the Census and the overall purpose of the Census." Detroit noted that "advertising sold the Census Bureau and was not directed to citizens." Rochester, too, pointed out that the Census Bureau failed because it "did not get it across that it was important to be counted."

VI. RELATIONSHIP BETWEEN CITY AND CENSUS BUREAU LOCAL OFFICE

The survey indicates that despite a number of difficulties cities experienced with the 1980 Census count process, most of them found their local district offices of the Census Bureau cooperative and responsive. Eighty-seven cities labeled the district Census Office as responsive and accessible, 3 felt it had only been somewhat responsive and accessible, 8 that it was neither responsive nor accessible and 2 did not know.

Fifteen of the 87 who had a positive reaction, however, qualified their answers with statements such as, "the office has been helpful to the extent of its authority," "to date," or "we have not had much contact with the local people."

Eight cities reacted negatively to the question, citing problems of inaccessibility or an unwillingness to cooperate. One city described their local office as "generally inaccessible and prone to promising things that were never delivered." Other cities were unable to obtain necessary materials from the local office, including Census Bureau maps of the city and enumeration lists.

VII. OTHER MAJOR MISTAKES THAT OCCURRED IN CITIES

Cities were asked whether or not the Census Bureau had made other mistakes in their areas, such as, forms being destroyed or persons not receiving forms. Forty-three cities pointed out that major mistakes had been made, 49 said that no major mistakes had been made, 7 did not know and 1 answer was unclear. It should be pointed out that of the 49 cities which said no mistakes had been made, most indicated there had been some problems but they were not major.

The 43 cities citing major mistakes by the Census Bureau listed the problems indicated in the following Table.

TABLE 4: ADDITIONAL MAJOR PROBLEMS CITIES EXPERIENCED WITH THE CENSUS

Question: Some cities have reported that the Census Bureau made major mistakes in their areas, with, for example, forms being destroyed, or persons not receiving forms. Did any such major mistakes or difficulties occur in your area? If such mistakes occurred, what were they?

RESPONSE	NUMBER OF CITIES
Citizens did not receive forms or followup	15
Areas of the city were missed	11
Problems with addresses, field checks, maps, etc.	10
Duplication of forms, i.e., persons received more than one form	4
Not enough special language forms	3
Forms were lost	3
Forms were too big	1
Forms too complicated	1
Not enough forms were available	1
	<u>49</u>

Table 4 shows a total higher than 43 because some cities noted more than one problem.

The most common major difficulty listed by cities was that their citizens did not receive the form or a follow-up visit. Of the 15 cities noting this problem, Chicago, for example, stated that a "lot of persons did not receive forms and got a big runaround from regional and local offices when they called. When they could get through on the telephone to request the forms, none was sent. Contrast this with a lot of forms that were sent to vacant lots." Detroit reported over 3,000 reports from citizens complaining they had not received the initial form. In Pittsburgh, many rehabilitated buildings that had been converted to multiple residences received only one form.

Eleven cities complained areas were missed. In Chicago, 500 blocks were lost. Boston found patterns of housing units and group quarters that were missed; Dade County believes that whole sections of the city were not covered, Indianapolis noted that streets and new houses were missed in its high growth areas, St. Louis that whole blocks were skipped. San Antonio fears that new subdivisions with extended families sharing one dwelling and low-income persons may not have been counted, and Springfield pointed out that a coding error in a minority neighborhood threw off the count by 20 percent.

Ten cities experienced problems with addresses of citizens being wrong, field checks going awry, and illegible maps of the Census Bureau. Baltimore felt that a major problem was caused by the Census Bureau not sending mailing addresses to the city for its review. Burbank was disturbed because Census tract maps failed to include an area that had recently been annexed; however, they noted that this mistake was later corrected. Clearwater received maps from the Census Bureau and was told to verify them, but the city found that the maps were "atrocious, with magic marker markings that did not show up on the xerox machine copy. The pictorial presentations were impossible to read." Albany noted similar difficulties with maps. St. Paul experienced problems with addresses, field checks and maps, noting particularly that the Census "did not use recent maps which the city had prepared in cooperation with the Bureau."

Other problems included duplication of forms to citizens, loss of forms, insufficient forms, especially special language forms. Knoxville pointed out that "quite a few people got more than one form" and suggests that this may account for the large number of those who got no forms. Tampa found "considerable duplication, which had to be corrected."

In addition, completed forms were lost. Baltimore estimates that the Post Office machine shredded one whole

sone of forms. In Chicago, because the Census forms were too large and did not fit into mailboxes in apartment buildings, they were set out in the halls and many were lost. A clerical error in Albany lost an additional 1,000 persons.

The Census Bureau miscalculated the size of the return envelope, neglecting to design an envelope that would fit the Post Office's automatic sorting machines. Hence, they could not be handled by the Post Office easily and had to be done by hand. Of this mistake, an official in San Francisco asked: "Is this what they came up with after having ten years to plan this thing?"

San Francisco, Los Angeles and McAllen found there were not enough foreign language forms. Los Angeles noted this difficulty, especially for their Asian population. McAllen, an area that is 70 percent Chicano, found a severe shortage. San Jose found initially that not enough forms were available, a problem that was later corrected.

Newark felt that the most serious problem was the "form itself; it was so complicated that many people ignored it or could not answer it correctly or completely."

The 43 cities that underwent major difficulties with the Census Bureau and the 1980 count, as well as a number of cities that experienced only minor problems, spent many hours on the telephone with citizens who had not received forms or who had received duplicates, as well as a great

deal of staff time trying to decipher enumeration district maps. Many expressed great frustration in attempting to aid their citizens, in trying to help rectify mix-ups in the Post Office, and in trying to explain difficulties to angry callers. Detroit received 3,000 inquiries from its citizens. Los Angeles noted that 250,000 forms were still in the Post Office as of April 7. New Haven pointed out that persons sometimes had to request forms two and three times before receiving them.

CONCLUSION

The survey of 100 cities conducted by the U.S. Conference of Mayors indicates that there were many substantial problems with the conduct of the 1980 Census. The vast majority of the city officials interviewed encountered difficulties with the local review program and felt that the preliminary housing unit and population figures for their cities were inaccurate. More than half described problems with enumerators and follow-up procedures in their areas. A sizeable number cited problems with the Census Bureau's advertising program, which they described as inadequate and not targeted to minority groups. Cities also complained about the inadequacy of the Community Services Program or did not know they had a Community Services Representative. Finally, the majority of cities described other major Census Bureau errors, including large numbers of people who did not receive forms. Given the inadequacies described by local officials with the 1980 Census, it seems likely that the 1980 Count will be inaccurate, despite any last-minute steps which are taken by the Census Bureau to improve the numbers. For that reason, Mayors will continue to press for an adjustment of the Census figures to account for those missed, with the adjusted figures to be used as the basis for reapportionment and the distribution of federal funds. The Mayors are also concerned that these mistakes not be repeated in the future. Consequently, we are hopeful that this recitation of weaknesses with the 1980 Census Count will lead to immediate remedies and to improved Census Bureau procedures in the future.

100 CITIES PARTICIPATING
IN SURVEY

- | | |
|--------------------------------|--------------------------------|
| 1. Albany, New York | 51. Los Angeles, California |
| 2. Albuquerque, New Mexico | 52. Louisville, Kentucky |
| 3. Ann Arbor, Michigan | 53. Madison, Wisconsin |
| 4. Atlanta, Georgia | 54. Manchester, New Hampshire |
| 5. Austin, Texas | 55. McAllen, Texas |
| 6. Baltimore, Maryland | 56. Memphis, Tennessee |
| 7. Berkeley, California | 57. Miami, Florida |
| 8. Billings, Montana | 58. Milwaukee, Wisconsin |
| 9. Birmingham, Alabama | 59. Minneapolis, Minnesota |
| 10. Boise, Idaho | 60. Mt. Vernon, New York |
| 11. Boston, Massachusetts | 61. Nashville, Tennessee |
| 12. Boulder, Colorado | 62. Newark, New Jersey |
| 13. Buffalo, New York | 63. New Bedford, Massachusetts |
| 14. Burbank, California | 64. New Haven, Connecticut |
| 15. Burlington, Vermont | 65. New Orleans, Louisiana |
| 16. Canton, Ohio | 66. New York, New York |
| 17. Chicago, Illinois | 67. Oakland, California |
| 18. Charleston, West Virginia | 68. Oklahoma City, Oklahoma |
| 19. Cincinnati, Ohio | 69. Omaha, Nebraska |
| 20. Clearwater, Florida | 70. Pawtucket, Rhode Island |
| 21. Columbus, Ohio | 71. Philadelphia, Pennsylvania |
| 22. Dade County, Florida | 72. Phoenix, Arizona |
| 23. Dallas, Texas | 73. Pittsburgh, Pennsylvania |
| 24. Dayton, Ohio | 74. Portland, Oregon |
| 25. Denver, Colorado | 75. Providence, Rhode Island |
| 26. Detroit, Michigan | 76. Provo, Utah |
| 27. Duluth, Minnesota | 77. Richmond, Virginia |
| 28. Elizabeth, New Jersey | 78. Rochester, New York |
| 29. El Paso, Texas | 79. Rockville, Maryland |
| 30. Eugene, Oregon | 80. St. Louis, Missouri |
| 31. Fort Lauderdale, Florida | 81. St. Louis Park, Minnesota |
| 32. Fort Worth, Texas | 82. St. Paul, Minnesota |
| 33. Garland, Texas | 83. Salt Lake City, Utah |
| 34. Gary, Indiana | 84. San Antonio, Texas |
| 35. Greensboro, North Carolina | 85. San Francisco, California |
| 36. Gulfport, Mississippi | 86. San Jose, California |
| 37. Hartford, Connecticut | 87. San Juan, Puerto Rico |
| 38. Honolulu, Hawaii | 88. Savannah, Georgia |
| 39. Houston, Texas | 89. Seattle, Washington |
| 40. Huntington, West Virginia | 90. Sioux Falls, S. Dakota |
| 41. Indianapolis, Indiana | 91. Spokane, Washington |
| 42. Jackson, Mississippi | 92. Springfield, Massachusetts |
| 43. Jacksonville, Florida | 93. Tacoma, Washington |
| 44. Knoxville, Tennessee | 94. Tallahassee, Florida |
| 45. Lake Charles, Louisiana | 95. Tampa, Florida |
| 46. Lancaster, Pennsylvania | 96. Tempe, Arizona |
| 47. Las Vegas, Nevada | 97. Toledo, Ohio |
| 48. Lima, Ohio | 98. Tucson, Arizona |
| 49. Lincoln, Nebraska | 99. Wilmington, Delaware |
| 50. Long Beach, California | 100. Yonkers, New York |

APPENDIX II

SURVEY QUESTIONS

1. a) First of all, in your opinion, was the advertising campaign of the Census Bureau for the 1980 count effective and thorough, or not?
b) Did the local news media in your area carry Census Bureau ads about the 1980 Census?
c) Did the news media in your area that reaches minority groups carry Census Bureau ads?
2. Overall, would you say that the district Census office has been accessible and responsive to the city during the 1980 Count, or not?
3. In general, would you say that the Census Bureau's Community Services Representatives were active in the community and helpful to community groups or not?
4. Were there any problems with Census enumerators or follow-up procedures in your city?
5. a) Did your city establish a Correct Count Committee?
b) If your city did establish a Correct Count Committee, would you say that the Committee has operated effectively, or not?
6. In terms of the local review program, would you say that the process has gone smoothly and effectively?
7. Do you think that the housing count and preliminary population figures for your city are generally accurate, or not?
8. Some cities have reported that the Census Bureau made major mistakes in their areas, with, for example, forms being destroyed, or persons not receiving forms. Did any such major mistakes or difficulties occur in your city?

Mr. JACKSON. Mayor Lila Cockrell of San Antonio called me 2 weeks ago in a near faint, absolutely fit to be tied, saying that the census figures, in her opinion, were at least 100,000 below the city's most conservative reckoning.

When we read about the mayor of Aberdeen, S. Dak., where minorities, to my knowledge, are not in great evidence—we know them both. [Laughter.]

When you read about the mayor of Lewiston, Maine; when the mayor of Utica, N. Y., responds with a press release because an entire community neighborhood was overlooked and says, "We have found a wandering tribe named West Hills," or whatever they call the community; when the mayor of Augusta, Ga.; when I, as mayor of Atlanta; Mayor Berkley; Mayor Margaret Hance of Phoenix—I mean nationwide, mayors are knocked out, dragged out, fed up, and disgusted with what has happened, it is not a frivolous problem; it is one of monumental proportions, and one to which we have responded here.

Ms. OAKAR. Mayor, could I just ask this question?

These are mayors that are both Republicans and Democrats. I mention this because we have had so many implications about political maneuvering. My mayor is a Republican in Cleveland, and I think Mayor Berkley is a Republican. So it is not partisan in terms of the opinions of these mayors—is that right?

Mr. JACKSON. It is regardless of race, color, creed, party, and national origin; the mayors stand united on this issue. You may recall that I sought to make that point in my earlier testimony with Mayor Margaret Hance. Here I am, male, Afro-American, Democrat, and Southern; and there she sat, female, Caucasian-American, Republican, and Western; and our testimonies, absolutely, were coterminous in their thrusts.

Now, here I sit with the mayor representing the National League of Cities. We are talking about 35,000 American towns and cities. Mayor Berkley is Republican from the Midwest—Kansas City, Mo.—apparently white. [Laughter.]

So, we have this issue cutting across all the lines.

Let me give you a quick example of the difficulty caused by the 10-day review period. We said before it was going to be inadequate; in fact, it has proved to be.

Atlanta, in 1970, was counted at 497,000 people; we know we were undercounted. We figure that because of that undercount in CETA alone in 5 years we were cheated of \$11.7 million which we should have gotten and did not get—one Federal program, one American city.

The preliminary count of the Census Bureau's 401,000—down 96,000 people—in a city where the Atlanta Regional Commission in the last 2 years indicates that our population has increased, miniscule, admittedly, but with an increase over the last 2 years over what it was 3 years ago. We believe we are down; we do not know how much; the Census Bureau, for sure, does not know how much. But in this 10-day response figure, we were able to find to the satisfaction of the Census Bureau, by their preliminary commendation of Atlanta's processes, an additional 36,900-plus people. Given more than 10 days, we could have found more. We know we will find more.

We had people sleeping in their offices, literally, with the 100-plus heat, turning off air-conditioning in buildings to try to conform with

ederal regulations, and so forth. We had people—hopefully not the mixing of the sexes, necessarily—at 4 o'clock in the morning going to sleep on the floor—city employees—and being found by the maintenance people the next morning, and in one case the wife of a maintenance man. [Laughter.]

They were sleeping in the offices to do, in 10 days, what should, nestly, be given 45 to 60 days that we pleaded for.

The Conference of Mayors, in testimony before—

Mr. ROSENTHAL. This will be described as the "Underwear undercount." [Laughter.]

Mr. GARCIA. Mr. Mayor, before you continue, on page 3 of the testimony that is going to be offered by the Director of the Bureau of the Census, Mr. Barabba, it says:

With regard to the two mayors who testified at the last hearing, the most recent reports from Atlanta indicate that the system is working quite well, as expected. As part of its review, Atlanta has provided us with a detailed set of counts of residential utility data for comparison with the preliminary housing unit and household counts the Census provided to the local offices. Overall, it seems to us that the final count will be in close agreement with the evidence provided by Atlanta.

Mr. JACKSON. I am sure Mr. Barabba believes that, and I am sure that his reference to the system working well means that he believes that within 10 days we could get a halfway intelligent response to the preliminary count by the Census Bureau.

But let me inform the committees and also Mr. Barabba indirectly that I can that in those 10 days there were 16,000 computer rejects that could not handle physically, in addition to the 36,900-plus plantans over and above the preliminary count of the Census Bureau. The Census Bureau has admitted to us there are 10,000 to 11,000 missing units which they did not count, most of which, by the way, were on the south side of Atlanta; that means Afro-American in Atlanta.

So, when one says the system is working, that is not correct information to Mr. Barabba. I would urge him to check with his regional people on that. If he means that it is better—we are getting more information in the Census Bureau than we have before because of the 10-day review period—that is true. But given 60 days, we probably could come pretty close to helping—underline the word "helping"—the Census Bureau to come to a much closer count of this Nation.

When the Census Bureau canceled tier one of the local review program, 35,000 general purpose governments potentially were thrown out of the window in terms of their response in helping the Census Bureau.

Could there be some cheating? Yes, there might be a few who might cheat. But if that is important—this is Maynard Jackson testifying now; I do not speak for my committee on this at this point—impose minimal sanctions, if necessary, on local governments that cheat on the census—that intentionally, try to misrepresent the figures. But use the resources America has to count Americans.

We had an entire computer program lined up for the first tier of the local review program; so did Margaret Hance. That is why she wrote, when it was canceled unceremoniously, one of the nastiest letters I have ever seen written to any bureaucracy in this country.

We can help; we want to help; we are not trying to cheat; we are just trying to be sure that we are getting, not more than we are entitled to get, but at least what we are entitled to get.

The Conference of Mayors, in testimony before this subcommittee in March, urged that the local review period be extended, especially in light of the Census Bureau's abandonment of the first phase of that program. Although I understand some extensions have been granted to a few cities, the Census Bureau has resisted extending the deadline for all cities. Mayor Lila Cockrell—if she could be here—told me that they had been promised an extension; when it came to the deadline, and they went for the extension, the Census Bureau in San Antonio then backed off and said, "I'm sorry, but we cannot give it to you now." That is what she told me.

In my own city, Atlanta, Ga., we have run into several census problems. Based on our analysis of the preliminary housing and population numbers, we can show that thousands of persons were not counted; we can prove that to your satisfaction. For example, there was a systematic undercount of Afro-American citizens and of people living in group quarters. In fact, Atlanta has challenged the Census Bureau figures in 63 percent of the city's enumeration districts.

Moreover, because of the 10-day time constraint, city staff was literally forced—as I indicated to you—to work around the clock, including the Fourth of July weekend, in order to check the figures. Given the major problems cited by local officials with the housing unit and population figures, it is very important, Messrs. Chairmen and members of these distinguished committees, that the Census Bureau keep its district offices open—I repeat, keep its district offices open—until major discrepancies are resolved.

Yet, recently the Census Bureau approved plans to begin closing their district offices beginning August 3 with half of all offices scheduled to be closed by late August.

We urge you, the Congress, to urge the Census Bureau not to close these offices until the discrepancies are resolved. These plans to close the offices are particularly distressing in view of the fact that many local governments still have not received their housing and population figures from the Census Bureau.

I hope your subcommittees will take whatever action you can to delay the closings of local offices.

Cities around America also have complained of many other mistakes made by the Census Bureau: Forms being destroyed, large numbers of people not receiving the forms; and so forth. Altogether, 43 percent of cities report these kinds of major errors based on the U.S. Conference of Mayors' survey of last week.

In addition, approximately half of the cities asserted in this survey of the U.S. Conference of Mayors last week that the Census Bureau's public service advertising program was not very effective, was not very thorough, which we predicted it would not be. We find this particularly disturbing because, for the past 2 years, the U.S. Conference of Mayors has been urging the Census Bureau to supplement their public service advertising campaign with a limited amount of paid advertising so as to insure that their ads are carried by minority media, among others, and targeted to those groups apt to be undercounted: Afro-Americans, Hispanic Americans and other minorities.

In Atlanta, for example—my city—the Census Bureau's advertising campaign was so grossly inadequate that the city of Atlanta was forced to conduct a supplemental advertising campaign with our own funds. There were other problems also.

In Atlanta, for example, enumerators were underpaid and were expected to cover too many households. Some enumerators even went to the resident managers of apartment buildings to obtain information rather than interviewing each household individually.

Other cities report that enumerators could not speak Spanish where there were Spanish-speaking people to be counted and that there were other ethnic barriers, that thousands of people in their cities did not receive forms even after repeated requests for those forms, that local post offices inadvertently destroyed forms, and so on.

In addition, it appears that the community services program was seriously understaffed.

Given the many mistakes and the many problems therefore associated with the 1980 census, we at the U.S. Conference of Mayors consider it a near certainty that the final census numbers transmitted to the President and to the Congress early next year will undercount minorities, the poor, and the urban population, without question.

For that reason, and not knowing how serious the undercount may be, but predicting to you today—this is Maynard Jackson's prediction individually—that the undercount could be as serious as 1970,

not more serious, the U.S. Conference of Mayors and mayors around this country will be joining with the city of Detroit in its suit against the Census Bureau. This is its action in U.S. district court to require that the Census Bureau make adjustments in its numbers so as to account for those missed by the Bureau enumerators.

One point on this: The city of Atlanta filed a motion to join as party plaintiff the city of Detroit. That motion was denied. Therefore, we are going to court individually. That portends, potentially, Mr. Chairman, that there may be literally thousands—certainly hundreds—of towns and cities in America going into Federal district court to fight for what is due to cities, not that we want to go to court, but we now have no choice, apparently.

There are strong arguments in favor, therefore, Chairman Rosenthal and Chairman Garcia, of postenumeration adjustment. Certainly, this is a matter of equity, and we plead that these committees recommend to the Congress, and that Congress approve, postenumeration adjustment. It is a matter of fairness and fair play.

Nearly 100 Federal grant programs worth around \$50 billion are tied in some way, to some degree, to census figures. Atlanta—my city—certainly other cities, and I presume Kansas City, Mo., as well, presented so ably by Mayor Berkley, are simply arguing for—literally pleading for—an equitable share of these Federal funds based on the actual population of our cities, as nearly as can be counted accurately.

We do not want more than we are due; we only want what we are due. Moreover—and I urge your attention especially to this, please—the constitutional principle of one-person, one-vote, in our opinion, has been undermined seriously in the past because of previous census undercounts. The reapportionment of congressional and State legisla-

tive seats, based on the 1970 census, led to the disenfranchisement of many of America's citizens who happen to be black and brown.

As you know, the Census Bureau admits that it missed 7.7 percent of all Afro-Americans in 1970 and admits that its undercount of Hispanic Americans was at least as bad as the undercount of Afro-Americans.

I am concerned, therefore, on behalf of the U.S. Conference of Mayors, that the reapportionment of congressional and State legislative districts to follow the 1980 census not, once again, disenfranchise hundreds of thousands of Americans who have the constitutional right to be counted.

The U.S. Conference of Mayors not only believes the Census Bureau has the obligation to adjust its population and other figures, but we believe and posit to you now that the Census Bureau also has the means to do so. At least two and maybe three national commissions' reports might be gathering dust on the shelves which tell us how it can be done.

The Secretary of the Department of Commerce told me directly in his office that he believes he has the authority, unilaterally, to order a postenumeration adjustment.

At a recent conference of postenumeration adjustment, the Census Bureau heard from many experts on alternative statistical methods for making those adjustments. It should happen, and it can happen—postenumeration adjustment. We believe the time has come, therefore, for congressional action to require the Census Bureau to proceed with the development and the timely implementation of methods to adjust their numbers.

We were pleased to learn, Chairman Rosenthal and Chairman Garcia, and members of these distinguished committees, that you will be offering—Chairman Rosenthal, in particular—an amendment to the revenue-sharing bill requiring that revenue-sharing allocations be based on adjusted population and per capita income figures. This type of congressional direct pressure is welcomed by the mayors of America, and we see that as an excellent first step.

In summary, the U.S. Conference of Mayors urges your committees and the Congress to take whatever action you can to require the Commerce Department and its Census Bureau to adjust the 1980 census figures.

We recommend strongly that these adjusted figures be used, both for the distribution of Federal funds, and for reapportionment, not one or the other, but both. This is money and votes, not money or votes.

In addition, we believe at the U.S. Conference of Mayors that it is important to keep the local census offices open until all disputes between the Bureau and local officials have been resolved, or at least substantially all, and until the 1980 census is complete, and we welcome whatever help you, the Congress, can give to insure this.

We also plead with you, finally, in the future, please do not let this happen again. There is no reason for it to happen again. We can help the Federal Government count. We have people in the streets; we have licensing lists, business application lists, utility lists; we can help, but we must be given the opportunity to help.

If we are not allowed to help, fine, but please let the Census Bureau be put in the position to do this monumental job, which I expect that the Founding Fathers never contemplated would be as complicated as it is today.

We thank you for the chance to testify on a matter of great importance to the cities of America and we look forward to the opportunity to work with you to insure an accurate count of all of our Nation's residents.

Mr. ROSENTHAL. Thank you very much, Mayor Jackson.

Mayor Berkley?

Mr. JACKSON. Messrs. Chairmen, may I be excused? I have to go and make another engagement.

Mr. ROSENTHAL. Certainly, Mayor Jackson. We thank you very much, and we are sorry you have to leave.

[Mr. Jackson's prepared statement follows:]

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TESTIMONY OF MAYNARD JACKSON

MAYOR OF ATLANTA
and
CHAIRMAN OF THE COMMITTEE OF INQUIRY
INTO THE 1980 CENSUS
U.S. CONFERENCE OF MAYORS

before the

SUBCOMMITTEE ON COMMERCE, CONSUMER
and MONETARY AFFAIRS

and the

SUBCOMMITTEE ON CENSUS AND POPULATION

U.S. HOUSE OF REPRESENTATIVES

JULY 31, 1980

Mr. Chairman, Members of the Committee, thank you for this opportunity to testify today on the 1980 Census and on the steps which could potentially be taken to improve the Census count.

As you know, there have been many problems with the conduct of the 1980 Census -- with the local review program; the hiring, training and supervision of enumerators; the Census Bureau's advertising program, and other Census Bureau activities.

The local review program is of most immediate concern to the Mayors. In a survey of 100 cities conducted last week by the U.S. Conference of Mayors, 56 percent of the cities reported that the housing count and preliminary population figures were inaccurate, a percentage which may climb higher as more cities receive and evaluate the numbers transmitted from the Census Bureau. Cities are also experiencing difficulties because of the very tight 10-day review period - not nearly enough time for most to check the figures. The Conference of Mayors, in testimony before Congressman Rosenthal's Subcommittee in March urged that the local review time period be extended, especially in light of the Census Bureau's abandonment of the first phase of the program. Although I understand that extensions have been granted to a few cities, the Census Bureau has resisted an extension of the deadline for all cities.

In my own city of Atlanta, we have run into several Census problems. Based on our analysis of the preliminary housing and

population numbers, we can show that thousands of persons were not counted. For example, there was a systematic undercount of Black citizens and of people living in group quarters. In fact, Atlanta has challenged Census Bureau figures in 63 percent of the City's enumeration districts. Moreover, because of the ten-day time constraint, city staff were forced to work around the clock, including over the Fourth of July weekend in order to check the figures.

Given the major problems cited by local officials with the housing unit and population figures, it is very important that the Census Bureau keep its district offices open until major discrepancies are resolved. Yet, recently, the Census Bureau approved plans to begin closing their district offices beginning August 3, with half of all offices scheduled to be closed by late August. These plans are particularly distressing in view of the fact that many local governments have still not received their housing and population figures from the Census Bureau. I hope your Subcommittees will take whatever action you can to delay the closings of local offices.

Cities around the country have also complained of many other mistakes made by the Census Bureau -- forms being destroyed, large numbers of people not receiving forms, and so on. Altogether 43 percent of cities report these kinds of major errors.

In addition, approximately half of the cities asserted that the Census Bureau's public service advertising program was

not very effective or thorough. I find this particularly disturbing because for the past two years, the Conference of Mayors has been urging the Census Bureau to supplement their public service advertising campaign with a limited amount of paid advertising, so as to ensure that their ads are carried by minority media and targeted to those groups apt to be undercounted. In Atlanta, the Census Bureau's advertising campaign was so inadequate that the city was forced to conduct a supplemental advertising campaign with our own funds.

There were other problems, too. In Atlanta, for example, enumerators were underpaid and were expected to cover too many households. Some enumerators went to the resident managers of apartment buildings to obtain information, rather than interviewing each household individually. Other cities report that enumerators could not speak Spanish or that there were other ethnic barriers; that thousands of people in their cities did not receive forms, even after repeated requests; that local post offices inadvertently destroyed forms, and so on. In addition, it appears that the Community Services Program was seriously understaffed.

Given the many mistakes and problems associated with the 1980 Census, I consider it a near certainty that the final Census numbers transmitted to the President and the Congress early next year will undercount minorities, the poor and the urban population. For that reason, the U.S. Conference of Mayors and Mayors around the country will be joining with the

City of Detroit in its suit against the Census Bureau to require the Bureau to make adjustments in its numbers so as to account for those missed by the Bureau enumerators.

There are strong arguments in favor of post enumeration adjustment. Certainly, it is a matter of equity. Nearly 100 federal grant programs are tied in some way to Census figures. My city and other cities are simply arguing for an equitable share of these federal funds, based on the actual population of our cities.

Moreover, the Constitutional principle of one-person, one-vote has been seriously undermined in the past because of previous Census undercounts. The reapportionment of Congressional and state legislative seats based on the 1970 Census led to the disenfranchisement of many of our minority citizens. As you know, the Census Bureau admits that it missed 7.7 percent of all Black Americans in 1970 and a much higher percentage of Hispanic Americans. I am concerned that the reapportionment to follow the 1980 Census not once again disenfranchise hundreds of thousands of people in this nation.

The Conference of Mayors not only believes the Census Bureau has the obligation to adjust its population and other figures, but that it also has the means to do so. At a recent conference on post-enumeration adjustment, the Census Bureau heard from many experts on alternative statistical methods for making such adjustments.

I believe the time has come for Congressional action to require the Census Bureau to proceed with the development and

timely implementation of methods to adjust their numbers. I was pleased to learn, Congressman Rosenthal, that you will be offering an amendment to the revenue sharing bill requiring that revenue sharing allocations be based on adjusted population and per capita income figures. This type of Congressional directive and pressure is welcomed by the Mayors and much needed.

In summary, Mr. Chairman, the U.S. Conference of Mayors urges your committees and the Congress to take whatever action you can to require the Commerce Department to adjust the 1980 Census figures. We recommend that these adjusted figures be used for both the distribution of federal funds and for reapportionment. In addition, we believe it is important to keep the local Census offices open until all disputes between the Bureau and local officials have been resolved and until the 1980 Census is complete, and we welcome whatever help you can give to ensure this.

Thank you for this opportunity to testify on a matter of great importance to Mayors around the country. We look forward to the opportunity to work with you to ensure an accurate count of all our nation's residents.

Mr. ROSENTHAL. Mayor Berkley?

**STATEMENT OF RICHARD BERKLEY, MAYOR OF KANSAS CITY, MO.,
ON BEHALF OF THE NATIONAL LEAGUE OF CITIES; ACCOMPANIED BY CYNTHIA POLS, NATIONAL LEAGUE OF CITIES**

Mr. BERKLEY. Chairman Rosenthal, Chairman Garcia, and distinguished members of both subcommittees, I am Richard Berkley, mayor of Kansas City, Mo., which, incidentally, we anticipate will be the site of the 1980 World Series. [Laughter.]

Mr. GARCIA. Excuse me, Mr. Chairman. As the representative of that district where the Yankee Stadium presently sits, we will do it to you once again.

Mr. ATKINSON. If I may, Mr. Chairman, coming from Pittsburgh, we know who is going to be there, by precedent.

[Laughter.]

Mr. BERKLEY. I am here as a spokesman for the 15,000 cities represented by the National League of Cities, where I serve as vice chairman of the Finance, Administration, and Intergovernmental Relations Policy Committee.

I am accompanied by Cynthia Pols from the National League of Cities.

We appreciate very much your invitation to present testimony about the serious problems that have developed with the 1980 census. Normally, at a congressional inquiry such as this, we might be stating clichés about how wonderful hindsight is as a way of avoiding errors. However, we are not going to do that. Most of the problems that you will hear about today and those you have been reading about in the newspapers were ones that mayors have been saying would occur if corrective action was not taken. For once, our foresight was close to 20-20, and the Bureau left a trail of broken promises.

In the past, city officials made suggestions to improve the quality of the census by conducting a precensus review of housing unit lists and allowing local government employees who know their communities to assist in the work.

Chairman Rosenthal, as late as last March, you and your subcommittee made one last valiant effort to bring to light the problems that would occur, but the Census Bureau chose to ignore the suggestions made by my colleagues, Mayor Margaret Hance of Phoenix and Mayor Maynard Jackson of Atlanta. That is water over the dam. At this juncture, we need to address ourselves to two areas: What can be done in the short time remaining to assure as complete and accurate a count as possible, and knowing that a segment of the population remains uncouned no matter what procedures are used, what can be done to make adjustments for that undercount.

It must be our goal to do everything possible to arrive at a complete and accurate count.

We should fully recognize that problems in achieving that goal have not been totally the fault of the Census Bureau for it has had to proceed with insufficient resources. But now that the preliminary data have been distributed to most areas and cities and have found substantial errors, adjustments to the Bureau's game plan must be made.

We have always known that a minimum of 30 to 40 days was needed to do a proper check of data after the census. Cities are finding that 10 days is unreasonable, and therefore, we strongly recommend that the central office extend the review period to 30 days. Ten days is not enough; there is a 10-year impact from this information.

Today, individual requests by cities for extensions of even a few days are often being routinely denied. In what has to be one of the most dramatic cases of Bureau arrogance, let me refer you to the case of Mayor George Hartsfield of Jefferson City, Mo., my State capital.

The census estimate of the population in Jefferson City is 29,500, while in 1970 it was 32,400. Using utility records, meter counts, building permits, and aerial photographs, the city estimates its current population to be closer to 40,000. In 1980, the Bureau did not include population from a newly-annexed area, nursing homes, an elderly housing project, and a State penitentiary.

The city has been running newspaper ads asking people to call if they were missed. Some people have called the census office requesting forms, but they never received them. The mayor, trying to help insure an accurate count, has been blasted in the local paper by the Bureau's area office manager for criticizing inaccuracies in the count.

The problem of doing a postcensus review is further compounded by the unilateral decision of the Bureau to distribute data on an enumeration district basis rather than by block.

Cities can do a far better job of verifying data if block data are given to them. We have received conflicting reports from the field as to whether the block data are available, but if they are, cities should be given immediate access to them.

Mr. Chairman, I, for one, would be interested to know if the data are available and, if so, why they cannot be provided to us.

Many city officials who suspect that the data given them may be wrong, but who have not yet been able to prepare and present contrary evidence, are wondering how receptive the Bureau will be to addressing glaring data discrepancies after the 10-day review period.

We hope the Bureau will exercise administrative flexibility by leaving field offices open past their scheduled closings. We ask that they be left open in all instances when challenges remain and further recanvassing is warranted.

Presently, if a city does not gain satisfaction in the challenge process, it really has no recourse. Court challenges are not good alternatives because suits can be brought only if they are directed at the procedures used and not at the accuracy of the count. What we need is an administrative appeals procedure in addition to the local review program where we can challenge the accuracy of the data.

As I mentioned earlier, city officials are not confident that their initial challenges are going to be answered satisfactorily.

Before moving to the issue of the undercount, let me mention that attached to this statement is a sampling of cities with an explanation of the problems they encountered with the preliminary data. I do not want to take your time to discuss each of these problems, but let me make a few general observations.

In several instances, the data discrepancies are quite large and quite obvious. It makes no sense, for example, for a city with a known housing shortage to have a vacancy rate two or three times what all previous estimates indicate.

Another example is where the Bureau is not aware of newly annexed areas and thereby fails to include their population in the total city count.

A second general observation I would make is that problems are not limited to just large cities or one part of the country. We have heard from cities of all sizes and all regions. In Kansas City, a short count of 500 people is not significant but to Conover, N.C., this is more than a 10-percent error.

The chronic problem of an undercount has tremendous implications for legislative reapportionment at all levels of government and for the distribution of State and Federal funds to local governments.

The National League of Cities believes that, to the extent practicable, a population adjustment for the known undercount must be made in the final population figures. It would be preferable to mandate the adjustment through administrative directive, but if that is not forthcoming, we would strongly urge the mandate be legislated.

We know the Bureau is obligated by law to report figures for reapportionment in January 1981. That does not leave enough time to do a sound statistical adjustment. However, we think a synthetic adjustment should be made as soon as possible as a way to make some significant improvement in the data. In time, a complete demographic adjustment should be made. Both these procedures are not new to the Bureau and have been done before.

We are not prepared to recommend an exact methodology by which the adjustment should be made. We do not profess to be statisticians. Whatever method is decided upon, it should be open to public scrutiny, and it should be given an adequate period for comment. It is not good enough for the adjustment to be made on a jurisdiction-by-jurisdiction basis. It must be done on a subjurisdiction basis as well. Our preference is for an adjustment on the block level, but certainly not less than the census tract level. Such detail is needed for community planning and development purposes and for programming the uses of Federal funds such as the community development block grant which is aimed at aiding low and moderate income groups for, as we know, they are the most prominently missed in a census. The Bureau should not adjust only the raw population data but should also adjust related population data such as per capita income used for distributing general revenue-sharing moneys.

There will be those seeking to refute our suggestions by citing reasons why that cannot or will not be done. It is clear to us that something must be done to salvage this census since we have to live with it for a decade. A tremendous investment in money and personnel has been made. It would be unfortunate if the accuracy of the census was diminished due to the failure of the Bureau to take corrective action while there is still time left to do so.

In conclusion, Mr. Chairman, we are concerned about the appropriate and effective expenditure of potentially hundreds of billions of tax dollars in Government programs which depend on the census for distribution formulas. Those dollars must be accurately and fairly targeted. We urge the Congress to give consideration to these critical matters.

With new and sophisticated data processing capabilities and techniques, we should be striving for the most accurate census ever done, not one that has created doubt and concerns in many citizens and communities.

Chairman Rosenthal, Chairman Garcia, and distinguished members, this concludes my prepared remarks. I would be happy to answer your questions. We thank you very much for this opportunity to express our concerns on behalf of the National League of Cities.

Mr. ROSENTHAL. Thank you very, very much, Mr. Berkley. Without objection, the appendix to your statement will be included in the record at this point.

The appendix to Mr. Berkley's statement follows:]

APPENDIX: EXAMPLES OF CENSUS PROBLEMS

SOUTH MIAMI, FLORIDA

SOUTH MIAMI HAS YET TO RECEIVE PRELIMINARY CENSUS FIGURES FROM THE CENSUS BUREAU. THE CENSUS BUREAU HAS REPEATED THE GEOGRAPHIC CODING MISTAKES WHICH OCCURRED IN 1970. THREE ENUMERATION DISTRICTS (ED) WERE DESCRIBED AS CONTAINING NO HOUSING UNITS AND 8 OR 9 BLOCKS WERE NOT ALLOCATED TO ANY ED.

BILOXI, MISSISSIPPI

THE PRELIMINARY CENSUS FIGURES INDICATE THAT BILOXI'S POPULATION HAS DECLINED FROM 48,000 TO 41,000. BILOXI HAS CONDUCTED THEIR OWN COUNT USING 15 CETA SUMMER YOUTH EMPLOYEES AND FOUND A POPULATION OF ABOUT 50,000.

THIS PROPOSED REVISION IS BASED ON A FINDING OF A 4-5 PERCENT INSTEAD OF A 13.2 PERCENT VACANCY RATE AND 5,000 RESIDENTS IN ANNEXED AREAS. THE DISTRICT OFFICE HAS FAILED TO RESPOND TO THESE REVISIONS REGARDED BY BILOXI AS MINIMAL. BILOXI HAS RECOGNIZED THAT IT DOES NOT HAVE THE TIME OR THE MANPOWER TO CHALLENGE THE CENSUS BUREAU'S FIGURES ON OCCUPANTS PER DWELLING UNIT--IT CAN CHALLENGE ONLY THE UNIT COUNT AND THE VACANCY RATE.

IN COUNTING INDIVIDUALS LIVING AT KEESLER AIR FORCE BASE (WHICH IS IN BILOXI), THE CENSUS BUREAU SIMPLY GAVE THE FORMS TO MILITARY AUTHORITIES AND ALLOWED THEM TO DISTRIBUTE THE FORMS. AS A RESULT, NO SPECIFIC HOUSING

UNITS WERE COUNTED (THE DATA WAS SIMPLY AGGREGATED) AND BILOXI WAS UNABLE TO CHALLENGE THE DATA BECAUSE IT WAS SO NONSPECIFIC. SINCE THE PRELIMINARY DATA INDICATES THAT 4,000 RESIDENTS FROM THE BASE WERE LOST OVER 10 YEARS, THIS ENUMERATION METHOD PRESENTS SUBSTANTIAL ROADBLOCKS TO OBTAINING AN ACCURATE COUNT.

BERKELEY, MISSOURI

ACCORDING TO PRELIMINARY DATA FROM THE CENSUS BUREAU, THE POPULATION OF BERKELEY HAS DECLINED FROM 19,740 IN 1970 TO 14,000. BERKELEY IS CONTIGUOUS TO THE ST. LOUIS AIRPORT AND LOST 2,000 RESIDENTS AS A RESULT OF THE DISPLACEMENT OF HOUSING UNITS TO ACCOMMODATE THE GROWTH OF THE AIRPORT.

MUNICIPAL OFFICIALS ARE TRYING TO CHALLENGE THE CENSUS BUREAU'S FINDINGS ON OCCUPANTS PER UNIT (THAT HAS DECLINED FROM 3.58 IN 1970 TO 3.1) AND THE VACANCY RATE (IT SHOULD BE LESS THAN 3.0 INSTEAD OF 4.2 PERCENT). BERKELEY IS 50 PERCENT NONWHITE AND IS A NORTHERN SUBURB OF ST. LOUIS.

NATCHEZ, MISSISSIPPI

PRELIMINARY CENSUS DATA FOR NATCHEZ INDICATES MINIMAL GROWTH IN POPULATION (FROM 19,704 TO 20,933) AND DOES NOT REFLECT THE ADDITIONAL 4,500 RESIDENTS ADDED TO THE NATCHEZ POPULATION THROUGH ANNEXATION IN 1976 AND 1979.

NATCHEZ WAS NEVER SUPPLIED WITH ENUMERATION MAPS AND THEREFORE COULD NOT PROVIDE THE CENSUS BUREAU WITH ANY INPUT. THE CENSUS BUREAU PAID ITS FIELD WORKERS ON THE BASIS OF EACH FORM RETURNED RATHER THAN PER HOUR WORKED SO IT WAS NEVER ABLE TO HIRE AN ADEQUATE WORK FORCE.

THE PRELIMINARY DATA DID NOT CONTAIN ANY DATA ON HOUSING UNITS AND WAS LIMITED TO GROSS POPULATION FIGURES. AS A RESULT, LOCAL OFFICIALS WERE SOMEWHAT LIMITED IN HOW THEY COULD RESPOND IN THE LOCAL REVIEW PROCESS. THEY OBJECTED TO THE PRESUMED OMISSION OF UNITS IN THE ANNEXED AREAS THREE WEEKS AGO BUT HAVE YET TO RECEIVE A RESPONSE FROM THE CENSUS BUREAU.

NATCHEZ HAS A POPULATION WHICH IS 50 PERCENT NONWHITE.

FLAGSTAFF, ARIZONA

PRELIMINARY CENSUS DATA INDICATES THAT FLAGSTAFF'S POPULATION IN 1980 IS 33,000, UP FROM 26,000 IN 1970 BUT 5,000 LESS THAN THE 38,000 PROJECTIONS.

THE LOCAL REVIEW PROGRAM IS COMPLETE BUT THE CITY HAS YET TO RECEIVE ANY REAL SATISFACTION FROM THE CENSUS BUREAU. THE CENSUS BUREAU HAS NOT PROVIDED ANY DETAILS ON HOW IT ESTIMATED A VACANCY RATE OF 10.3 PERCENT WHICH CITY OFFICIALS BELIEVE SHOULD BE IN THE AREA OF 3.0 TO 5.0 PERCENT.

COLORADO SPRINGS, COLORADO

PRELIMINARY CENSUS DATA SHOWS A POPULATION OF 193,000 FOR COLORADO SPRINGS, 43,000 BELOW THE CITY'S ESTIMATE. THIS DISCREPANCY RESULTS FROM THE CENSUS BUREAU'S USE OF INCORRECT MAPS WHICH FAILED TO SHOW NEWLY ANNEXED AREAS CONTAINING 27,000 RESIDENTS.

THE ESTIMATE OF RESIDENTS OF SEVERAL MILITARY BASES IS LOWER THAN ANTICIPATED. COLORADO SPRINGS IS VERY CONCERNED ABOUT THE 15 PERCENT LIMITATION ON AREAS WHICH CAN BE RESURVEYED - THE DISCREPANCIES CANNOT BE THAT NARROWLY CIRCUMSCRIBED.

NORMAN, OKLAHOMA

PRELIMINARY CENSUS DATA INDICATES AN INCREASE IN NORMAN'S POPULATION TO 63,000 FROM A 1970 COUNT OF 52,117. NORMAN IS CONCERNED ABOUT THE VACANCY RATE WHICH IT ESTIMATES AT 5.8 INSTEAD OF THE 6.9 FOUND BY THE CENSUS BUREAU. THIS DISCREPANCY IN THE VACANCY RATE IS THE RESULT OF ENUMERATORS MISSING 3,000 STUDENTS (PRIMARILY FROM THE UNIVERSITY OF OKLAHOMA) BECAUSE THE ENUMERATORS FOLLOWED UP AFTER THE SCHOOL TERM HAD BEEN COMPLETED.

TULSA, OKLAHOMA

PRELIMINARY CENSUS DATA INDICATES A 5,000 DECREASE IN POPULATION SINCE 1970 FOR THIS SUNBELT CITY (FROM 330,350 TO 325,982). CITY OFFICIALS HAD PREDICTED AN INCREASE TO 367,551.

THE LOCAL REVIEW PROGRAM EXPIRES ON AUGUST 5. CITY OFFICIALS BELIEVE THE DISTRICT OFFICES MUST BE HELD OPEN WELL BEYOND THE END OF AUGUST IN ORDER TO CORRECT THE MISTAKES.

CITY OFFICIALS BELIEVE THAT 9,000 OF THE CITY'S HOUSING UNITS WERE MISSED BY THE BUREAU (THE BUREAU FOUND 137,880 UNITS WHILE CITY OFFICIALS BELIEVE THERE ARE 147,000 UNITS). ALSO CHALLENGED IS THE VACANCY RATE OF 5.6 PERCENT WHICH THE CITY ESTIMATES AT 3.0 PERCENT ON THE BASIS OF POSTAL SURVEY DATA.

BREVARD, NORTH CAROLINA

CITY OFFICIALS BELIEVE PRELIMINARY CENSUS FIGURES OF 5,095 SHOULD BE REVISED TO 6,409. THE CITY HAS SPECIFIC INFORMATION ON THE BUREAU'S FAILURE TO COUNT NEW HOUSING UNITS RESULTING FROM THREE ANNEXATIONS AND THE CONSTRUCTION OF PUBLIC HOUSING UNITS.

THE CITY ALSO IS CHALLENGING THE COUNT OF RESIDENT STUDENTS AT THE LOCAL JUNIOR COLLEGE (609 RESIDENT STUDENTS AS OPPOSED TO THE 410 FOUND BY THE BUREAU).

THE OCCUPANTS PER DWELLING FIGURE HAS DECREASED FROM 3.37 IN 1970 TO 2.55 IN 1980 - CITY OFFICIALS BELIEVE THAT 3.2 IS MORE ACCURATE FOR 1980.

THE LOCAL REVIEW PROCESS IS COMPLETE BUT THE CITY HAS YET TO HEAR FROM THE BUREAU.

ROSWELL, NEW MEXICO

CITY OFFICIALS BELIEVE THE CENSUS BUREAU'S PRELIMINARY ESTIMATES OF 38,250 SHOULD BE REVISED TO 44,120. THE CITY KNOWS THAT ONLY 837 UNITS ARE VACANT INSTEAD OF 1,975 AS FOUND BY THE BUREAU (THE CITY BASES ITS ESTIMATE ON A SURVEY OF WATER METER ACTIVITY).

THE CITY HAS A 30 PERCENT NONWHITE POPULATION (27 PERCENT HISPANIC).

YORK, PENNSYLVANIA

THE CENSUS BUREAU HAS ESTIMATED YORK'S 1980 POPULATION AT 42,230, A 16 PERCENT DECREASE FROM THE 1970 POPULATION OF ABOUT 50,000. YORK OFFICIALS BELIEVE THAT 48,000 IS THE MORE LIKELY POPULATION.

CITY OFFICIALS BELIEVE THAT FIELD OFFICES SHOULD BE KEPT OPEN UNTIL NOVEMBER. THE ENUMERATORS HAVE HAD TROUBLE CONDUCTING THEIR COUNTS IN HISPANIC AREAS. LANDLORDS HAVE FREQUENTLY ENCOURAGED THEIR TENANTS NOT TO COOPERATE WITH THE ENUMERATORS BECAUSE THE LANDLORDS OFTEN HAVE NOT OBTAINED CERTIFICATES OF OCCUPANCY.

CENSUS BUREAU ENUMERATORS FOUND 1,600 VACANT HOUSING UNITS - THE CITY ESTIMATES THAT ONLY 800 UNITS ARE ACTUALLY VACANT.

THE DATA SUPPLIED YORK FOR THE LOCAL REVIEW PROGRAM IS "UNOFFICIAL WORKING FIGURES" AND DOES NOT REFLECT THE FOLLOW UP EFFORTS OF ENUMERATORS. THUS CITY OFFICIALS ARE FORCED TO RESPOND TO INCOMPLETE DATA WHICH IS DIFFICULT TO EVALUATE FULLY.

CONOVER, NORTH CAROLINA

PRELIMINARY CENSUS DATA INDICATES A POPULATION OF 4,250 FOR CONOVER. THE CITY ESTIMATES A POPULATION OF 4,750.

THE CITY HAS ASKED FOR 15 DAYS TO DO ITS NEW COUNT BUT THE BUREAU DENIED THE REQUEST. THE CITY DISPUTES BOTH THE VACANCY RATE AND THE OCCUPANTS PER DWELLING FIGURES. THE LOSS OF 500 IN POPULATION WILL MEAN A \$15,000 REDUCTION IN REVENUE SHARING AND A \$62,000 LOSS IN STATE ASSISTANCE.

LAWTON, OKLAHOMA

PRELIMINARY CENSUS DATA SHOWS A POPULATION OF ABOUT 76,000 FOR LAWTON, AN UNDERCOUNT OF ABOUT 15 PERCENT BASED ON A CITY ESTIMATE OF 89,000 IN POPULATION.

THE PRIMARY CHALLENGE IS TO THE NUMBER OF HOUSING UNITS. THE CITY'S ESTIMATES ARE BASED ON ITS RECORDS OF UTILITY BILLINGS, SCHOOL ENROLLMENT, NEW BUILDING PERMITS, AND DEMOLITION PERMITS.

PASCAGOULA, MISSISSIPPI

CENSUS DATA SHOWS A POPULATION OF 28,635 WHICH PASCAGOULA BELIEVES SHOULD BE REVISED TO 31,500.

THE BASIS FOR THE CITY'S CHALLENGE IS THAT THE BUREAU'S VACANCY RATE OF 12.7 PERCENT IS TOO HIGH. ON APRIL 15, THE FEDERAL HOME LOAN BANK BOARD HAD THE POSTAL SERVICE CONDUCT A SURVEY REVEALING A VACANCY RATE OF 5.3 PERCENT.

LOS ANGELES, CALIFORNIA

THE CITY IS CHALLENGING THE CENSUS COUNTS IN 22 OF THE 52 TRACTS IN THE SOUTH CENTRAL AREA, 28 OUT OF 135 IN THE VALLEY AREA, 17 OUT OF 70 IN HOLLYWOOD, AND 20 OUT OF 62 IN EAST LOS ANGELES. INCLUDED ARE CHALLENGES TO THE VACANCY RATES, LOW OCCUPANTS PER DWELLING UNIT FIGURES, AND HOUSING UNIT COUNTS.

BERKELEY, CALIFORNIA

PRELIMINARY CENSUS DATA SHOWS A POPULATION OF 99,975, DOWN FROM 114,000 IN 1970. CITY OFFICIALS ESTIMATE A 1980 POPULATION OF ABOUT 110,000. THE CITY IS CHALLENGING THE VACANCY RATE (WHICH SHOULD BE 0.6 PERCENT INSTEAD OF 3.9 PERCENT), THE HOUSING UNIT COUNT, AND THE COUNT OF OCCUPANTS OF GROUP UNITS.

THE CITY'S DATA SOURCES INCLUDE ITS OWN LAND USE SURVEY, BUILDING PERMIT INFORMATION, UTILITY RECORDS, AND A FEDERAL HOME LOAN BANK BOARD SURVEY (INDICATING A 0.6 PERCENT VACANCY RATE).

THE CITY INTERVIEWED ENUMERATORS AND FOUND THAT THE CENSUS BUREAU FAILED TO RESPOND TO THE ENUMERATORS QUESTIONS ABOUT DATA DISCREPANCIES AND INADEQUATE PROCEDURES. THE QUALITY CONTROL PROCEDURES USED BY THE CENSUS BUREAU WERE ONLY PARTIALLY IMPLEMENTED: IF DISCREPANCIES WERE FOUND IN THE QUALITY CONTROL SAMPLE, ADJUSTMENTS WERE MADE ONLY TO THE SAMPLED DATA AND NOT MADE TO THE FULL DATA BASE.

^{CITY}
JEFFERSON, MISSOURI

CENSUS ESTIMATES POPULATION TO BE 29,500 WHEN CITY'S POPULATION IN 1970 WAS 32,400. USING UTILITY RECORDS, METER COUNTS, BUILDING PERMITS, AND AERIAL PHOTOGRAPHS, CITY ESTIMATES ITS CURRENT POPULATION TO BE NEARLY 40,000. CENSUS HAD NOT INCLUDED POPULATION FROM A NEWLY ANNEXED AREA, NURSING HOMES, ELDERLY HOUSING PROJECT, AND STATE PENITENTIARY IN COUNT. CITY HAS BEEN RUNNING ADS IN PAPER ASKING PEOPLE TO CALL IF THEY WERE MISSED; SOME PEOPLE WHO HAVE CALLED CENSUS OFFICE REQUESTING FORMS WERE NEVER SENT THEM.

THE OFFICE MANAGER OF THE COLUMBIA, MISSOURI CENSUS OFFICE HAS PUBLICLY BLASTED MAYOR OF JEFFERSON THROUGH LOCAL NEWSPAPERS FOR HIS CRITICISM OF CENSUS.

Mr. ROSENTHAL. Mr. Drescher, I thought you might go now. We are honored to have you with us. You have come all the way from Los Angeles, I am told.

Mr. DRESCHER. Yes, sir.

Mr. ROSENTHAL. Just this morning?

Mr. DRESCHER. No, I flew in yesterday, sir.

Mr. ROSENTHAL. Good. Go ahead. We are delighted to have you.

STATEMENT OF CHARLES DRESCHER, DIRECTOR, COMMUNITY ANALYSIS AND PLANNING DIVISION, COMMUNITY DEVELOPMENT DEPARTMENT, CITY OF LOS ANGELES, CALIF.

Mr. DRESCHER. Thank you, Mr. Chairman.

I would like to take this opportunity to express Mayor Bradley's regrets for being unable to attend this important hearing as his previous commitments prevented him from taking the time necessary to be here.

If it meets with the approval of the committee, I would like to have this statement entered into the record, and I would be happy to summarize briefly some of the key points.

Mr. ROSENTHAL. Without objection, that is what shall be done.

[Mr. Bradley's prepared statement follows:]

STATEMENT OF TOM BRADLEY, MAYOR OF THE CITY OF LOS ANGELES
TO THE JOINT HEARINGS OF THE HOUSE SUBCOMMITTEE ON
COMMERCE, CONSUMER & MONETARY AFFAIRS
AND THE HOUSE SUBCOMMITTEE ON CENSUS & POPULATION

Mr. Chairman and Members of the Committee:

I wish to express my appreciation for being given the opportunity to present the concerns the City of Los Angeles has regarding the recently completed 1980 Census. In this regard, I would like to direct my remarks to difficulties the City has experienced during both the pre-Census review and local or post-Census review periods.

Although the City of Los Angeles will have a net gain in population, I wish to state our commitment to obtaining the most accurate Census count possible. The fiscal implications of inaccuracies in the Census are egregious not only in terms of lost Federal revenue, but also in terms of lost State revenues which are allocated on the basis of population.

In addition, these same inaccuracies lead to a lack of legislative representation for the perennially undercounted minority members of our population.

Therefore, the need to obtain an accurate count and accurate income estimates of our population are an absolute necessity in order to assure the proper flow of Federal funding and appropriate representation of the inhabitants of our cities and states.

Difficulties in the Pre-Census

Fortunately, the City of Los Angeles has been working with representatives of the Census Bureau for well over 5 years. This effort has resulted in the development of a capability to respond to and review all of the preliminary Census data as it is released to the City. We were also prepared to fully cooperate and respond to the innovative pre-Census review of all City Housing Counts and address lists.

The cancellation of the pre-Census review was the first harbinger of difficulty and a great disappointment to us. Without the ability to review the proposed unit count and address lists prior to the actual Census, the City was placed in the unacceptable position of having to conduct both the pre- and post-Census reviews in a period of ten days. As a result, the elimination of the pre-Census review weakened the City's ability to adequately challenge any Census results.

In addition to the problem of the pre-Census review cancellation, we are aware of the following difficulties:

1. Enumerator Hiring - It appeared that there was a shortage of enumerators, particularly bilingual personnel. This shortage creates serious concern regarding a potential undercount, particularly in those areas of Los Angeles where there are large concentrations of Southeast Asian refugees, Chinese, Hispanic and other groups of non-English speaking

population. Such concentrations of diverse Asian peoples and Hispanics is particularly unique to Los Angeles and the Western United States. Information from District representatives indicates that the local offices achieved only 70% of their hiring goals. This includes some offices in minority areas that had only 12% bilingual staff.

In fact, discussions with former management personnel in the Central City Census Office indicated that the Census Bureau established an Affirmative Action goal of 0% Asians for that office. This for an area that had responsibility for the City's Chinatown and Little Tokyo communities.

Further, this representative indicated that his greatest problem was the lack of publicity regarding employment possibilities with the Bureau. He did indicate that, as the chief recruiter, he finally achieved about 25% of his goals for bilingual Asian personnel and 50% of his goal for bilingual Hispanic personnel.

2. Enumerator District Maps - It is our understanding that many of these maps were illegible and critically inaccurate. Our preliminary review of the Census data indicates that 24% of Census Tract data received to date contains an average of over 14% less housing units than the City's estimates. This can be attributed to these errors in map production. Further, these errors appear to occur in areas of heavy minority concentration.

3. District Office Supplies - It has come to our attention that office supplies were not available in adequate quantities. In several instances, City staff supplied xeroxing or copying facilities to local Census representatives.

Another example occurred in the East Los Angeles Office; a primarily Hispanic community where, based on a Census Bureau test, only 2,000 Spanish forms were stored. On Census Day the office was inundated with over 10,000 requests. These requests were finally satisfied within a period of 2 weeks.

This similar problem occurred in the Downtown Los Angeles Office where a total of 500 questionnaires in various Asian languages were stored, i.e., Mandarin, Japanese, Cambodian, etc.

Again, numerous requests for additional questionnaires required extensive follow-up on the part of local office representatives, and I am not certain that this condition has been resolved as yet.

4. Spanish Language Forms - Discussion with local Census Office representatives indicated that a major problem occurred in areas that required Spanish language forms.

It appeared that the Spanish dialect used was one more prevalent among Puerto Ricans or Cubans and, in many cases, was not understood by the Mexican population of Los Angeles.

This led to the need for extensive follow-up by local Census Office enumerators and, again, raises the specter of doubt regarding the accuracy of the Count in our heavily populated minority areas.

5. Payroll - There was as much as an 8-week delay in processing enumerator payrolls and office expenses. As a result, many people quit and staff morale declined. In fact, the turnover rates in some offices were as high as 65%. It would be unreasonable to expect a thorough job and follow-up to occur in such a work atmosphere.
6. Mailouts - We received information that there were 1.5 million questionnaires that had not been delivered, by April 1, to areas in Los Angeles that included East Los Angeles, South Central and Downtown Los Angeles and Compton. On April 8, I personally contacted Mr. C.W. King, U.S. Postmaster for Los Angeles, to verify this and was informed that on April 7 (six days after Census Day) there were approximately 250,000 questionnaires still being processed by the Post Office. Mr. King further stated that it was certainly possible that the 1.5 million pieces could have been "in processing" since April 1.

Considering there was sporadic Public advertising after April 1, this could explain a potential low return from the

areas cited. These areas also happen to contain very high concentrations of minority population.

These then are a summary of the difficulties we have experienced prior to and including the time of the actual Census.

Post Census - As of Friday, July 15, 1980, the City of Los Angeles has received computer printouts of "preliminary" Census data for 4 out of 9 District Offices. This represents 44% of the total number of census tracts within the City.

Our review of this data has revealed the following problems which we intend to challenge:

1. Vacancy Rates - Preliminary data released to the City, as part of the local review process, indicated vacancy rates almost 4 times those determined in a survey conducted in February, 1980. Staff discussions with local Census staff revealed that the offices were aware of the problem and were attempting to resolve it.

However, this resolution, which requires follow-up to those units for which questionnaires were not returned, is still in process at this time. Due to this fact, we have serious concerns that the information will be adequately obtained.

2. Housing Unit Counts - Preliminary data released to the City as part of the local review process indicates significant differences in housing unit counts in 24% of the census tract

data received. These variations are an average of 144 less than City estimates of units.

We believe that such a variation constitutes more than a sufficient justification to challenge the Census Bureau data.

3. Computer Tapes - As of July 25, 1980, the City of Los Angeles had received only 3 of the 9 District data tapes comprising the 1980 Local review. Of these 3 tapes, 2 had data formats that differed significantly from documentation provided to the City. The third tape was totally useless, as it did not conform to any known documented format and we cannot start the local review until this is corrected.

As a result of this, City staff had to devote an inordinate amount of time to the tape processing in order to allow us to meet the ten-day review period.

In this regard, I think it appropriate at this time to recommend that the ten-day review period be extended at least an additional ten days to allow for cities to resolve these kinds of difficulties.

4. Local Review Process - Although there is a general procedure established for the local review, there appears to be no clear plan for handling challenges to the "working" data submitted by the Census Bureau. Further, my staff indicates

that the amount of preparation and documentation provided by the Census Bureau has been sorely lacking.

Further, the amount of technical manpower and effort that has been devoted to the processing of the preliminary working data is far in excess of the estimated time due to the many problems cited in this statement. Such an amount of uncompensated time has particularly strained our budgeted allocation to this task.

In summary, the City of Los Angeles has experienced numerous problems with regard to the conduct of the 1980 Census. Although we have received assurances from the Census Bureau, we are still concerned about the accuracy of the Count, in light of the above-cited problems.

Although we anticipate that the City will have a net gain in population, we do not have sufficient assurances that our vast and diverse minority and low-income population will be adequately counted. It is for this reason that I call upon the honorable members of this Committee to consider recommending that the Census Bureau develop an appropriate methodology for adjusting the 1980 Census to compensate for the seemingly undercounted minorities and low-income residents of our cities and states.

Further, this methodology should include consideration of those factors that are unique to Los Angeles and other large cities. Factors which provide adjustments for those areas of the cities

with high concentrations of uncounted Black population (The 1970 Census estimated a 7.7% undercount.).

Factors for the West Coast should recognize the tremendous influx of population from Southeast Asia and the Philippines. Factors that also recognize the tremendous influx of population from Mexico and Central America, particularly for cities whose proximity to the International Border would suggest the existence of such a population which would be undercounted.

Thank you again for the opportunity to present my concerns to the Committee.

Mr. BERKLEY. Mr. Chairman, if there are no questions, could I excuse myself?

Ms. OAKAR. Mr. Chairman, I have one quick question.

Mr. ROSENTHAL. Yes; go ahead. We will do this as gracefully as we can.

Ms. OAKAR. Just for the record, did you have any mayors complain about an overcount?

Mr. BERKLEY. I have not heard of any. I think it is a legitimate question.

Ms. OAKAR. I ask that because we have a GAO study that is being conducted in certain urban areas concerning an overcount.

Mr. BERKLEY. In checking with the staff, I find that there has been none.

Ms. OAKAR. It is a waste of taxpayers' money to have those GAO reports when they are not necessary.

Mr. ROSENTHAL. I have just one question. How do you think all this happened? From listening to it from this side of the table, it sounds like the Census Bureau is engaged in a mammoth bureaucratic disaster. A hundred cities have undercounts; you have listed stories. I have read the stories in the appendix to your testimony of Norman, Okla., Tulsa, Okla., Colorado Springs, Colo., Flagstaff, Ariz., Miami, and so on.

You must have a view as a public servant. Why has this happened?

Mr. BERKLEY. It appears to me that the timetable was not adequate and that the precensus conferences that were to be held which were eliminated would have provided some additional information that could have helped a great deal.

Mr. ROSENTHAL. Did you, yourself, have any dealings with the Census Bureau in your city? Apparently, you did not have a significant undercount—500 people you said.

Mr. BERKLEY. No. That was an example of a number that would be significant in another city but not in ours.

Our figures came in appreciably less than we had anticipated. We have had an opportunity to do a very quick review and have found a number of census tracts that we consider to be inaccurate, and we have written a letter, as of yesterday, listing those and pointing out the facts and some others that we are suspicious of, but we have not yet had a chance to do a complete review of the data.

Our figures, we think, are off; we are not saying that they are off in Kansas City in major proportions, as they seem to be in other cities.

Mr. ROSENTHAL. Thank you very, very much, Mayor. We are honored to have you.

Mr. BERKLEY. Thank you.

Mr. ROSENTHAL. Mr. Drescher, please go ahead.

Mr. DRESCHER. Mr. Chairman, the mayor wishes to express his appreciation for being given the opportunity to present the concerns of the city of Los Angeles to this distinguished committee.

Although the city of Los Angeles will have a net gain in population, a situation different from the very distinguished gentlemen who preceded me, the mayor is also committed to obtaining the most accurate census as possible.

Some of the concerns the city has had, however, have been the cancellation of the precensus review. We felt that was the first har-

binger of difficulty, and it was certainly a great disappointment to us. The city was prepared to respond in the precensus review, and we had hundreds of staff people ready to check on address counts and address locations.

Another key problem which caused us concern was in the area of enumerator hiring. The city of Los Angeles has a significant percentage of its population as Asians, specifically new Asian immigrants. The affirmative action goals established by the Census Bureau for their offices was zero percent Asians, particularly in those offices which had responsibility for canvassing the city's Chinatown and Little Tokyo communities, an area of over 30,000 Asian population.

In addition, for a city such as Los Angeles where almost 25 percent of the population is Hispanic, that represents close to three-quarters of a million people, the Census Bureau office had only 2,000 Spanish forms stored. On census day, the office was inundated with over 10,000 requests. These requests were finally satisfied within a period of two weeks following the census.

A similar problem occurred in the downtown Los Angeles office where there were a total of 500 questionnaires in various Asian dialects, this in an area where we had over 30,000 Asians.

In the mailout problem, we received information in the city that there were 1.5 million questionnaires that had not been delivered by April 1. The mayor contacted the U.S. postmaster in Los Angeles on April 7, 6 days after census day, and he confirmed that there were approximately a quarter of a million questionnaires still being processed by the post office.

The postmaster further confirmed that it was certainly possible that 1.5 million pieces had been in processing since April 1.

During the postcensus review, which is currently in process, the city receives data from nine district offices. At the present time, we have received computer printouts from four of these offices and computer tapes from three of them. The computer tapes in no way conform to the format that was provided the city by the Census Bureau, and therefore requires an extension of time to review of the data.

In addition, we have been receiving information on vacancy rates in excess of four times those that we know exist within the city of Los Angeles. We have conducted surveys as recently as February 1980, that indicate the vacancy rates were very low in the city, approximately 1 percent, and the data we received from the Census Bureau indicates rates $4\frac{1}{2}$ times that.

In the area of housing unit counts, we are again experiencing some problems. In those areas that have high concentrations of minority population, the Bureau seems to have the largest undercount of housing units. In one district—the Compton district office—we intend to challenge 50 percent of the census tract data we have received, and we have submitted that challenge to the Census Bureau.

Mr. ROSENTHAL. 50 percent?

Mr. DRESCHER. Yes, sir.

Again, although we anticipate the city will have a net gain in population, we do not have sufficient assurance that our vast and diverse minority and low-income population will be adequately counted. Los Angeles has some unique problems, in that we probably have the

largest concentration of Hispanics in the United States. In addition, we have a tremendously large concentration of Asians. These two areas are of significant concern to the city and are of significant concern because they were probably undercounted.

Mr. ROSENTHAL. How would you assess the job that the Census Bureau has done in Los Angeles?

Mr. DRESCHER. I believe they have tried to do their best, but it was a very difficult, if not impossible, task, and we are not very satisfied with the population count, particularly in those areas of minority population.

Mr. ROSENTHAL. Could the job have been done properly?

Mr. DRESCHER. In the planning stages, the job was performed well. However, I am not sure that the plan was carried out as well as it possibly could have been.

Mr. ROSENTHAL. Why is that?

Mr. DRESCHER. I cannot answer that, sir. Perhaps they did not have sufficient resources available.

Mr. ROSENTHAL. How does Mayor Bradley feel about this? Is he satisfied with their performance?

Mr. DRESCHER. The mayor is concerned, and is certainly dedicated to getting as complete and accurate an account as possible.

Mr. ROSENTHAL. Thank you very, very much, Mr. Drescher, for a very significant contribution. We appreciate your coming all the way from Los Angeles. You are probably on a losing per diem deal too, are you not?

Mr. DRESCHER. Yes, sir.

Mr. ROSENTHAL. Senator Moynihan, we are delighted that you could finally make it over here. We know that you are obviously busy engaged in the public's business.

Mr. GARCIA. I would like to add, Mr. Chairman, as a cosponsor of this hearing, that in 1970 Senator Moynihan played a very significant role and was very much involved in it, and I am delighted that in 1980 the same type of role and the same concern is being displayed.

Mr. MOYNIHAN. That is very generous of you, Mr. Chairman, and Congressman Garcia.

Mr. ROSENTHAL. We would be happy to hear your statement, Senator.

STATEMENT OF HON. DANIEL P. MOYNIHAN, A SENATOR IN CONGRESS FROM THE STATE OF NEW YORK

Mr. MOYNIHAN. I have a statement of some length which has a number of attachments. It might be best if I just put it into the record.

Mr. ROSENTHAL. Without objection, the entire statement will be included in the record.

Mr. MOYNIHAN. Let me just summarize what I have to say. I doubt if there will be anything you have not heard before, but I am here to respond.

As Congressman Garcia was good enough to mention, I appear before you as a Senator whose State has a large stake in the outcome of this 1980 census and as a social scientist who, in the past, has been involved in this question. In 1967, I was director of the Joint Center

for Urban Studies, and we held a conference here in Washington on the undercount that was in prospect for the 1970 census and how to deal with it.

I see Conrad Taueber is in the audience. He was one of our colleagues at that time. Dr. Hauser from the University of Chicago is also here. If I may, I would like to speak to both aspects of the issue because I think our State faces a political and economic problem that will arise from the census the way it seems to be proceeding.

I would also say this, and I hope I say it with great care, Mr. Chairman. We are facing a potential constitutional dilemma here. I do not like to use the words, "constitutional dilemma," lightly. I think, however, things are building up in that direction, and at least they ought to be acknowledged.

With respect to our State, in April 1978 I suggested that we were likely to lose three to four seats in the coming reapportionment, and I would have to say today that it begins to look as if it may be four to five. It will almost certainly be four and maybe five. Some of the data are in my presentation, and you know them as well as I do. That 35th seat hangs on a very narrow margin. In an estimate made in 1979, a change of about 180,000 people would result in its loss.

Some of the preliminary returns suggest that we could have dropped by even more.

If we were to lose five seats, it would not, in fact, be without precedent. In the apportionment of 1840, we lost six seats. But the size of the House was reduced in that reapportionment and the apportionment was changed. Nothing comparable to the prospects this time around has ever faced us as a congressional delegation.

Also, the consequences with respect to the allocation of Federal resources are so much greater than they have ever been. The population-based formula has moved across the legislative spectrum. About \$50 billion a year is now distributed on the basis of population estimates. We have at stake a half trillion dollars in the next decade. Our interests in an honest count are obvious.

The Census Bureau is doing a better job. Their own internal estimates are that they missed 3.3 percent of the population in 1950, 2.7 in 1960, and 2.5 in 1970. There is always going to be an undercount; that is a mathematical necessity, you might say. The question is, how is it skewed? how is it distributed? is it even? is it uneven? We know it to be the latter.

I find myself very much concerned that this issue is becoming politicized in a way it has not previously been. Just about 3 weeks ago on the Senate floor, there was suddenly an amendment to an appropriations bill that would deny money to the Bureau to count illegal aliens.

Mr. ROSENTHAL. The author of that amendment in the House is down at the southern end of this table.

Mr. MOYNIHAN. I moved a constitutional point of order, which is a rare motion in our body. I then moved a narrower motion, that it was legislation on an appropriation bill, trying to be lawyerlike and make the most narrow decision possible. But, in fact, it clearly was a violation of article 1, section 2, of the Constitution. But there we were proposing to violate the Constitution on the floor of the U.S. Senate. We do not do that frequently.

If we do not come out of this with some accord, you have at least the possibility that there are going to be suits in Federal courts which could actually make it impossible to seat the 98th Congress. The judiciary has done dumber things in our time, and it may find itself bound to a feeling that, a true count not having been made, a true apportionment cannot follow, and therefore—

Mr. ROSENTHAL. Would the pay start from the day you were sworn in, or when would it start?

Mr. MOYNIHAN. I recommend everybody get to be a Federal judge as soon as possible. [Laughter.]

Mr. ROSENTHAL. But their pay is locked in a lawsuit now too, so the country may become totally stalemated.

Mr. MOYNIHAN. There is more of a prospect than you might think, and it has never before existed.

I have one thought about it—

Mr. GARCIA. If I might just interject at this point, Senator Moynihan, I believe the figure in 1920 was this. We reapportioned this country after the 1920 census in 1929. So, I think what you are stating here falls hand-in-hand with the lawsuits from groups such as FAIR, and groups on the other side, and back and forth, and we may end up in a similar situation.

Mr. ROSENTHAL. If the Presidential election is thrown into the House of Representatives—

Mr. MOYNIHAN. And there is none. [Laughter.]

Mr. ROSENTHAL. How do you deal with that question?

Mr. MOYNIHAN. You rent a President, obviously.

When I was at the United Nations, Mr. Chairman, I once had a long afternoon with nothing to do but sit and listen; and I looked up at that list of 155 countries, and just to keep myself awake, I said, "How many of those countries both existed in 1914 and have not had their form of government changed by force since 1914?" The answer was eight. Stability of our kind is almost without precedent in a society, and we ought to be careful how we preserve it. You are dealing here, very properly and very responsibly, with just such a question.

I have one legislative thought that might interest you. As you know you can get an accurate count by a sample, and you cannot get an accurate count by a total enumeration. Am I right, Dr. Hauser?

Mr. HAUSER. You are right.

Mr. MOYNIHAN. Thank you—just stop right there. [Laughter.]

It is also the case that, presently, we allocate most Federal funds which involve population formulas on the basis of estimates. The previous census count is aged, as they say, for each year up. Now, that age is obviously an estimate, and so we already are using estimates to distribute public funds. It is entirely possible to turn to census estimates of population as the basis for distributing funds based on population formulas. This is already true for most formulas.

Mr. ROSENTHAL. But we are beyond that already; they have taken an actual count. Are you recommending, as Professor Hauser has, and others, that an adjustment be made?

Mr. MOYNIHAN. Yes, sir.

I introduced a year ago—on July 31, 1979—S. 1660, which simply says with respect to that decennial census:

In conducting that census, the Secretary shall adjust the population figures, employing the best available methodology to correct for undercounting. These adjusted population figures shall be used for every Federal office or employee administering a program under which funds are allocated or distributed among States or other units of government on the basis of population.

Mr. ROSENTHAL. Now, let me ask a realistic question. Is that bill going to pass?

Mr. MOYNIHAN. No.

Mr. ROSENTHAL. So, what should we do? We do not have a lot of time.

Mr. MOYNIHAN. It is not going to pass if the administration thinks it is not worth supporting.

Mr. ROSENTHAL. The administration is busy at this moment with other things, I gather.

Mr. MOYNIHAN. Well, it is not going to pass on our side; it might pass on your side, Mr. Chairman. Do we have anyone introducing something like it over here?

Mr. ROSENTHAL. We have introduced similar legislation. But Congress is going to be out of session for the next 3 weeks. My question is a real hard, pragmatic, practical question: What is going to happen, absent the passage of any legislation?

Mr. MOYNIHAN. Absent the passage of any legislation, you are going to have a storm of lawsuits, controversy, and for one of the first times in our history—your lifetime, and mine, and Bob Garcia's, and Congressman Atkinson's—the legitimacy of representation in the Congress may be questioned, and that is not a good thing for any society.

Mr. ROSENTHAL. What can be done to prevent that chaos from being a reality?

Mr. MOYNIHAN. I think, in point of fact, once the census is finished and it is clear that the undercount is substantial, you can go to both the Senate and the House and say that an adjustment can be made, should be made, and absent it, things are going to be held up.

Mr. ROSENTHAL. Can the Census Bureau proceed with an undercount, absent legislative direction or mandate?

Mr. MOYNIHAN. Can they proceed with an estimate of true population? Yes.

Mr. ROSENTHAL. To proceed with an adjustment to the undercount.

Mr. MOYNIHAN. My answer would be yes, they can. I see Congressman Garcia nodding.

Mr. ROSENTHAL. Mr. Barabba, in his testimony today, says he was advised by the Office of Legal Counsel of the Department of Commerce that there were some inhibitions in that.

Mr. GARCIA. If I may just interject at this particular moment, Chairman Rosenthal, in 1970 the Bureau conducted a post-enumeration Post Office check—what they called PEPOC. This was restricted to 13 Southern States. As a result of that check, they found an additional half-million people, and the numbers were allocated among the States that were checked. In that instance, in the State of Florida, the additional persons that were counted gave that State another congressional seat in Congress. That was in 1970.

Mr. MOYNIHAN. Wow.

Mr. ROSENTHAL. While you are thinking that over, let me correct myself as to what Mr. Barabba testified to. I read from his testimony, Senator:

As a first point, the Secretary of Commerce, on the advice of the Office of General Counsel, has already made a decision that the Bureau should not adjust census figures for the apportionment of the House of Representatives. He has further directed that the decision on whether or not to adjust for the undercount for other purposes will be made by the Bureau by the end of Calendar 1980.

So the whole matter is left up in the air.

Mr. MOYNIHAN. Mr. Chairman, since you know my position on this, let me repeat it so there will be no avoiding this. We may not agree on one thing.

I think the Constitution requires that apportionment be based upon a head count; that is how I have read section 2; other persons might read it differently.

On the other hand, nothing precludes revenue sharing being based on an estimate, and, indeed, today it is based on an estimate; that is our current practice. The sooner the Bureau is given the right to go forward—if I were the President, I would order it today; I would order it before I went to New York. But there are so many things he is supposed to do before it goes to New York.

Mr. ROSENTHAL. If you were the President, tell us exactly what you would do. I want to understand this.

Mr. MOYNIHAN. I would say that the apportionment of the House would be based on—if I may use the phrase—the head count, the census enumeration.

Mr. ROSENTHAL. Even if it is alleged to be deficient?

Mr. MOYNIHAN. Yes, sir. I think that is what the Constitution says. But I would then adjust those figures to represent the estimated true population and use those figures for the allocation of public resources. That is, in fact, a practice that takes place today; it does not take place uniformly.

Mr. ROSENTHAL. Can the President afford to let this thing just go unattended—the whole subject?

Mr. MOYNIHAN. I would have thought a President would look upon this as one of the most serious responsibilities he has. The legitimacy of our legislature is at issue. The representation of the House is at issue. There is not a more serious subject. Compared to the legitimacy of government, the importance of any other issue is minimal.

Mr. GARCIA. Senator Moynihan, based upon what we are saying, does the black community in America have the right to sue based upon the fact that 7.7 percent of their population—the figures that were provided by the Bureau of the Census—were underrepresented during the entire decade of the 1970's?

The point I am trying to make here is, where do we go? If we just take the head count, a head count we know to be an undercount, and especially in those areas of this country where blacks and Hispanics reside, then we are essentially saying that the minorities of this country will be disenfranchised, based upon your statement.

Mr. MOYNIHAN. Not disenfranchised but underrepresented.

Mr. GARCIA. That is disenfranchised, as far as I am concerned. Just let me correct something for the record. What I said about the Post Office enumeration check, that was made prior to the 1970 figures being provided.

Mr. MOYNIHAN. I see.

Mr. GARCIA. That is something I want to make absolutely clear.

Mr. MOYNIHAN. That is an important event, even so.

Mr. GARCIA. Sure, because that was an additional congressional seat for the State of Florida, and they are the ones who benefited directly from that.

Mr. MOYNIHAN. I am not here to offer legal counsel as to how people should proceed. It seemed to me in 1967 that this was going to be a serious issue, and that is why we organized that first conference.

There is no avoiding some undercount. The question is, does it attain to the condition in which some regions, some groups in fact attain less representation than they otherwise would. Then you have raised the question of legitimacy and it is a serious one. An administration that does not attend to it is culpable.

Mr. GARCIA. The only course of action we have is the Bureau of the Census.

The point I am trying to make is the following. The chairman just threw me off. He said that was such a great quote. He said, "Let the press write it down, will you?"

Mr. ROSENTHAL. I thought it was a good quote. He said the administration is culpable.

Mr. ATKINSON. As you stated on page 7, Senator, about the legality of counting illegal aliens, I do not think it was ever the intent of the Constitution to do that. I do not know how many illegal aliens are around or were when it was drafted that way. The Pennsylvania delegation would, of course, be lost.

Mr. MOYNIHAN. This is for a historian, not for me, to say. But I do not think there was such a category as illegal alien in 1787; there was no such thing, there being no immigration laws.

Mr. ATKINSON. They prepared for many things but not for that.

Mr. MOYNIHAN. They did pretty well, but they did not think of everything.

Mr. Chairman, may I say that I have had 20 years in Government since coming here as an Assistant Secretary of Labor under President Kennedy. I was nominally in charge of the Bureau of Labor Statistics. That meant I worked very closely with the Census Bureau, which did our surveys for us. There is not a finer institution in this Government. There is not one that has maintained its integrity with greater diligence and patriotism. In the Second World War they did not break their pledge and commitment to the American people. They have been at it in one form or another since 1790. There is not—

Mr. ROSENTHAL. The same people? [Laughter.]

Mr. MOYNIHAN. Some of them, Mr. Chairman, stick around until they know what they are doing.

Mr. ROSENTHAL. Counsel says they are using the same methods they used then.

If that is true—and there has been legitimate, sincere testimony in support of the Bureau—why do we have this problem where 100 cities contend that the process has not worked? I do not understand that.

Mr. MOYNIHAN. You probably do not have a new problem. What would you have said the undercount in 1850 would have been?

Mr. HAUSER. For the South in 1870 it was probably 15 percent.

Mr. MOYNIHAN. For the South in 1870 it was probably 15 percent.

Mr. ROSENTHAL. But they had no computers then.

Mr. MOYNIHAN. They didn't need them; they could count.

Mr. ROSENTHAL. Why is there a problem? Or why is there perceived to be a problem?

Mr. MOYNIHAN. There is a problem, first, because you know about it. You would be surprised at the things that do not trouble you because you don't know about them.

Second, there are consequences associated with the distribution of public funds that are now so immediate to cities that are pressed for other reasons. If the Democratic Party had in the last 4 years, done half the things it pledged to do in 1976 we would not have our mayors as desperate as they are to save every penny—

Mr. ROSENTHAL. But we still want an honest count regardless of the money.

Mr. MOYNIHAN. They would want an honest count. Shall we say accurate count.

Mr. ROSENTHAL. Accurate count.

Mr. MOYNIHAN. No one is seeking a dishonest count.

Mr. ROSENTHAL. No, no. An accurate count.

Mr. MOYNIHAN. And you do have the fact, something that Mr. Atkinson raised, of the illegal aliens. We have only had a half century of immigration laws. So, there is only a half century in which it has been possible to be an illegal alien, in addition to which we have obviously had illegal immigration in a heavier proportion in recent years than ever in our past.

Mr. ATKINSON. Secretary Marshall's testimony, I believe, at one point was that, if the illegal aliens were not here, that the unemployment rate would be reduced to less than 3 to 4 percent. Based on figures that we—

Mr. MOYNIHAN. I can't believe that he said—oh, he said that it would drop by 3 or 4 percent, in other words go from 8.2 down to 3.15?

Mr. ATKINSON. I will recheck his statement.

Mr. MOYNIHAN. Well, that might be so.

Mr. ATKINSON. We tried to find out how many there are by estimates.

Mr. MOYNIHAN. He didn't mean the unemployment rate would drop?

Mr. ATKINSON. I wish I had his testimony. I will get it for the record.

Mr. MOYNIHAN. He can't have meant that. I mean, it would have a marginal impact on the rate.

Mr. ROSENTHAL. Thank you very much, Senator. We are honored and very pleased that you made this significant contribution. Your work in this field is original and creative and meaningful.

I only hope that we can get some action in a way to resolve the problems that you so articulately expressed here this morning.

Mr. MOYNIHAN. Thank you, Mr. Chairman. There is not a more serious subject.

Mr. ROSENTHAL. I gather that.

Mr. MOYNIHAN. Mr. Chairman, could I presume to introduce my constituent? There is not a finer Director. Thank God you are there, Mr. Barabba; and thank God it is you and not one of us.

Mr. ROSENTHAL. Do you want to plead guilty with an explanation? Do you want to plead nolo contendere? What is your plea?

Mr. BARABBA. I guess it is a plea for time.

[Mr. Moynihan's prepared statement follows:]

FROM THE OFFICE OF

Senator Daniel Patrick Moynihan

New York

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Thursday, AM
July 31, 1980

Contact: Tim Russert
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STATEMENT BY SENATOR DANIEL PATRICK MOYNIHAN (D., N.Y.)

Before the

"Problems with the 1980 Census" Hearing

Jointly Sponsored by the

Subcommittee on Census and Population of the

House Committee on the Post Office and Civil Service

and the

Subcommittee on Commerce, Consumer and Monetary Affairs of the

House Committee on Government Operations

2247 Rayburn House Office Building

Thursday, July 31, 1980 at 10 a.m.

Mr. Chairman:

I thank you for inviting me to share my thoughts about some of the problems associated with the nineteenth decennial census. I speak today as a Senator from a state with a huge stake in the outcome of this census, and also as a social scientist who has spent some time studying the problems of the "undercount." In 1967, the Harvard-MIT Joint Center for Urban Studies, of which I was then director, conducted a conference on the undercount here in Washington. We explored many of the questions that will be raised today. I should like to submit for the record my introduction to the report of that conference. I would also like to submit the paper I gave this past February 25 to a conference on the undercount organized by the Bureau of the Census itself.

It is, of course, the problem of any undercount in the 1980 census that has brought us here today.

There is evidence that we are headed for a serious problem. We face not only a worsening political and economic situation for New York State and its cities, but also a potential Constitutional dilemma should we fail to deal responsibly with the census undercount.

Let us be serious, purposeful and determined about this, but let us also be calm. A series of problems lies ahead, but these are better understood than they have been in the past, and the means of solving them or at least alleviating their consequences, are accessible.

Some things cannot be changed in the short run. In New York's case, even without any undercount, the 1980 census would record a dim demographic reality for the Empire State, the reality of population loss.

Like that of most "frostbelt" states, New York's population is shrinking while the population of other states and regions is increasing. The first unhappy consequence of such shrinkage is the loss of seats in the House of Representatives. On April 29, 1978, I predicted that after the 1980 Census New York would "lose three to four congressional seats" as a result of actual population shifts from the "frostbelt" to the "sunbelt". Last January, the Census Bureau published its 1979 state-by-state population estimates, in which New York's population was estimated to be 17,648,387 -- a decline of 3.3% from the state population enumerated in 1970, a nine year period in which the nation as a whole registered a 8.3% increase. This estimated population, when matched with the estimates for other states, would bring the loss of four Congressional seats for New York, reducing our House delegation from 39 to 35.

The 35th seat would be ours by a slender margin. Should the 1980 census count 188,080 fewer residents in New York than the 1979 estimates (the population of all other states being held constant), New York would lose a fifth seat, reducing our Congressional delegation to 34 members. Obviously, a still lower count could result in the loss of further seats.

With this in mind, the alarm in New York over the first census "results" becomes understandable. The preliminary figures that the Census Bureau shared with the mayors indicated that, in a few urban districts, the number of persons counted to date was as many as twenty percent below the 1970 enumeration. Of course these

were isolated instances and the data are thus far tentative. (Indeed, the principal reason for sharing them with local officials was to improve them.) Still, there was a basis for anxiety when persons deeply concerned by the prospect of a population decline approaching four percent were given hints of something far worse.

There are three possible reasons why the 1980 census might count fewer residents than the 1979 estimates led us to expect. First, the estimates themselves -- arrived at by "aging" the 1970 census figures through a variety of sample surveys and statistical procedures -- might themselves have been inaccurate. Second, New York may have lost additional persons between 1979 and 1980. Third, and most alarming, the 1980 census may be failing to find and count a very large number of persons who actually reside in New York. It is this last problem to which we must address ourselves immediately, and that is why I am here today.

Losing seats in Congress is not a new experience for New York. During the 1840 reapportionment, we lost six seats (the most that any state has ever lost at one time). But that was the result of a change in the apportionment formula and a decrease (from 242 to 232) in the overall size of the House itself, not population changes. The loss of four seats in 1980 would be the largest single decline ever in any state's representation due solely to demographic shifts.

The loss of these Congressional seats has far-reaching implications, notably the likely perpetuation and probable worsening -- of an already egregious imbalance in Federal spending. New York now receives in Federal outlays only

three quarters of what New Yorkers pay in Federal taxes. About one quarter of all taxes collected in New York are spent elsewhere. And now, even as we seek to combat this net "export" of funds, we face a substantial depletion of our Congressional ranks.

As our representation in Congress erodes, so does our ability to alter the formulae and policies that create the imbalance. Very large sums of money are at stake. More than \$50 billion a year -- at least half a trillion dollars over the next decade -- will be allocated by the federal government using population driven formulae. Sometimes total population figures are the basis, as in Title XX of the Social Security Act. Other formulae use the number of young people, the number of old people, the number of people below the "poverty line" or some multiple of it, or -- as in General Revenue Sharing -- the number of people combined with other indicators in a single formula.

In the past, federal funds -- such as they were -- were apportioned among recipients on the basis of discretionary decisions, some of them political, some bureaucratic. Much of modern government, however, is based on formulae that have the appearance of objectivity, in that data are fed into computers previously "programmed" with the formulae, and funding allocations come out the other end. Of course all this means is that political "discretion" has moved one level up, to the point at which the formulae are themselves written into law. To the extent that our representation in Congress dwindles, our ability to influence the construction of these formulae erodes.

In the short run, there is little to be done about actual population shifts. But there is another problem about which something can be done and in my view must be. That is the problem of the "undercount": of a census that does not enumerate persons who exist.

I do not suggest that the "undercount" can be entirely eliminated. Note the opening sentence in the National Academy of Sciences 1978 study of the plans for the 1980 census prepared by a National Research Council panel chaired by the distinguished Harvard demographer and sociologist, Nathan Keyfitz: "It is virtually impossible to count every single inhabitant of the United States -- at any cost."

This is not a new conclusion. George Washington commented in a letter to Gouverneur Morris on the probable undercount in the first census of 1790. He ascribed it to the "religious scruples of some ... (the) fears of others that it was intended as the foundation of a tax ... (the) indolence of the people, and the negligence of ... the officers." Little is different today.

But we have come to understand the problem of the undercount with greater precision, to be able to estimate it with some accuracy, and to take measures to reduce it. The Bureau of the Census has not been negligent. It has somewhat reduced the undercount in each of the last three censuses: from an estimated 3.3 percent of the population in 1950, to 2.7 percent in 1960, to 2.5 percent in 1970. This is commendable. But it is not sufficient. For those small percentages translate into more than five million Americans missed in each of those three censuses. Moreover, they were not "evenly" missed: proportionately more blacks were missed than whites; more men were missed than women;

more city dwellers were missed than villagers. Furthermore, the early returns this year from New York City, Rochester, Buffalo and other communities indicate that a very large number of persons have not yet been counted by the 1980 Census.

This is unacceptable. Nor is it sufficient for the Bureau of the Census to state that it is trying. It must try harder, committing whatever resources are required to the task. It must seek and then welcome the efforts of state and local officials, of community groups and private organizations in ensuring that everyone who can be found and counted is found and counted. Five months remain before the Bureau is required by law to submit its population figures to the President. These must be five months of relentless, round-the-clock work by the Census Bureau and by all who can assist it in this task.

I was encouraged by the pledge that Census director Vincent Barabba made in a recent letter to Mayor Koch. "Our activities will continue", he said, "until the job is completed." But we will not be satisfied with the bureaucracy's definition of "efforts", or "continue" or "job" or "completed." Too much is at stake.

That there will be an undercount, I have no doubt. That it must be reduced to the absolute minimum, I do insist, and I am confident that the distinguished Committees of the House of Representatives that are responsible for this hearing will join me in so insisting, not least because the United States Constitution is itself involved.

As is well known, Section 2 of the Fourteenth Amendment stipulates that "Representatives shall be apportioned among the several states according to their respective numbers, counting the whole number of persons in each state, excluding Indians not taxed."

Some do not find this language as clear as I do. Just a few weeks ago, an amendment was offered to an appropriations bill then pending on the Senate floor that would have prohibited "illegal aliens" from being counted for purposes of Congressional apportionment. I judged that this amendment was unconstitutional, and telephoned the Attorney General to get his view. He advised me that the Justice Department interprets the 14th Amendment as I do, and has successfully defended the Census Bureau in a lawsuit seeking to bar the counting of "illegal aliens" on the same basis. I raised a Constitutional point of order against the pending amendment, although I subsequently withdrew it, and substituted the narrower point of order -- sustained by a vote of the Senate -- that the amendment constituted substantive legislation on an appropriations measure, the Constitutional issue remained, and I was prepared to press it had this proved necessary.

There can be no doubt. The Constitution calls for the enumeration of every man, woman and child physically present within the borders of the state (and some, such as those in the military, who are not present) no matter whether they are citizens, lawfully admitted foreigners, or "illegal aliens."

But what of those who are present but are not counted? Would the Constitution permit an "adjustment" for purposes of Congressional apportionment on the basis of an estimate of the number of persons not counted? I do not know. I do know, however, that should the undercount be so large, or so unevenly distributed among states, as to create a demand for such adjustment

we will face a Constitutional dilemma of sizable proportions. All three branches of government would be involved. The debate would be long and acrimonious. Years of litigation could ensue. A situation can be envisioned in which proceedings in the federal courts could actually make it impossible to seat the 98th Congress. That this seems unlikely does not mean the possibility can be dismissed.

This could be the result unless we are able to assure ourselves that the 1980 census "undercount" has been minimized in the nation as a whole and has not fallen disproportionately on any state or states; for clearly the constitutional mandate of equal representation becomes an acute political problem if larger proportions of certain states' populations are more significantly "undercounted" than those of others. There is still time to take the steps that would lead to such assurance. We must see that they are taken.

With regard to census-based formulae and the distribution of federal funds, the Constitution is silent. This is the province of legislation, and my own position is well known. It is both feasible and necessary to "adjust" the population figures used in these formulae and programs to take account of the "undercount" as best it can be estimated. (And it can be estimated quite accurately, using existing statistical techniques.)

There is a fundamental point to be understood here; most population-based federal formulae are updated annually on the basis of the latest Census Bureau estimates of the population. They are not "frozen" for ten years on the basis of the decennial census. Rather, the Census Bureau publishes annual updates of

the decennial figures, updates that are themselves estimates by Census demographers and statisticians based on birth, death and migration calculations (as well as sample surveys-- another form of estimate-- for such purposes as deriving employment, educational and income data).

Hence the idea of incorporating another estimate -- that of the Census "undercount" -- into the population figures used in these formulae is not revolutionary. It does not suggest that heretofore precise enumerations are to be contaminated with something imprecise. Rather, it is a question of judgment: which factors are to be considered in the formulation of the population estimates that drive the formulae?

Some federal formulae are not "updated." The legislation authorizing many of the programs run by the Department of Housing and Urban Development, for example, including community development block grants, stipulates that the decennial census figures must be used. Still others must use the decennial data because the interim estimates are not sufficiently fine-grained or disaggregated to supply the precise categories required by the formulae. It is with respect to those programs that New York and other states whose populations have gradually declined since 1970, may face a "cliff", a sudden loss of federal funds when the 1980 decennial figures are substituted for the 1970 figures. This will, of course, be exacerbated by any 1980 "undercount."

What shall we do now? We must first acknowledge that a sizeable undercount is going to aggravate an already difficult, indeed painful, situation for New York and other states like it. Hence we must take every possible action to minimize the undercount where we can. To begin, we must keep the district offices open

until we feel certain that every person has been counted who can possibly be counted. Second, we must insist that Mr. Barabba make good on his commitment to transfer experienced personnel to New York to aid in this effort. (The Comptroller General of the United States reported to Congress on June 3, 1980 that "as of early May, the Bureau had on its rolls 70.2 percent of the required number of enumerators", including just 59.5 percent in New York. "The Bureau considers that a regional office with less than 70 percent is having recruiting problems.") Third, we must insist that the "lists" of persons and dwellings in the hands of, or available to, local governments be cross-referenced with the Census Bureau's own lists and preliminary counts. (Suitable arrangements must be made to maintain the confidentiality of information supplied to the Census, but this can be done if the will is there.) It is painfully clear that such efforts have thus far been grossly inadequate. Fourth, and finally, we must take into account whatever undercount does occur and make appropriate adjustments.

In closing, Mr. Chairman, may I repeat my gratitude to you for holding this hearing and for affording me the opportunity to appear. There is no more urgent or important task before us than to ensure that the 1980 Census is as complete as the continued efforts of federal, state and local governments can make it. I salute you for your recognition of this, and pledge my support and assistance.

SOCIAL STATISTICS AND THE CITY

DAVID M. HEER, EDITOR

**REPORT OF A CONFERENCE
HELD IN WASHINGTON, D.C.**

JUNE 22-23, 1967



**JOINT CENTER FOR URBAN STUDIES
OF THE**

MASSACHUSETTS INSTITUTE OF TECHNOLOGY AND HARVARD UNIVERSITY

FOREWORD

At one point in the course of the 1950's John Kenneth Galbraith observed that it is the statisticians, as much as any single group, who shape public policy, for the simple reason that societies never really become effectively concerned with social problems until they learn to measure them. An unassuming truth, perhaps, but a mighty one, and one that did more than he may know to sustain morale in a number of Washington bureaucracies (hateful word!) during a period when the relevant cabinet officers had on their own reached very much the same conclusion—and distrusted their charges all the more in consequence. For it is one of the ironies of American government that individuals and groups that have been most resistant to liberal social change have quite accurately perceived that social statistics are all too readily transformed into political dynamite, whilst in a curious way the reform temperament has tended to view the whole statistical process as plodding, overcautious, and somehow a brake on progress. (Why must every statistic be accompanied by detailed notes about the size of the "standard error"?)

The answer, of course, is that this is what must be done if the fact is to be accurately stated, and ultimately accepted. But, given this atmosphere of suspicion on the one hand and impatience on the

other, it is something of a wonder that the statistical officers of the federal government have with such fortitude and fairness remained faithful to a high intellectual calling, and an even more demanding public trust.

There is no agency of which this is more true than the Bureau of the Census, the first, and still the most important, information-gathering agency of the federal government. For getting on, now, for two centuries, the Census has collected and compiled the essential facts of the American experience. Of late the ten-year cycle has begun to modulate somewhat, and as more and more current reports have been forthcoming, the Census has been quietly transforming itself into a continuously flowing source of information about the American people. In turn, American society has become more and more dependent on it. It would be difficult to find an aspect of public or private life not touched and somehow shaped by Census information. And yet for all this, it is somehow ignored. To declare that the Census is without friends would be absurd. But partisans? When Census appropriations are cut, who bleeds on Capitol Hill or in the Executive Office of the President? The answer is almost everyone in general, and therefore no one in particular. But the result, too often, is the neglect, even the abuse, of an indispensable public institution, which often of late has served better than it has been served.

The papers in this collection, as Professor Heer's introduction explains, were presented at a conference held in June 1967 with the avowed purpose of arousing a measure of public concern about the

difficulties encountered by the Census in obtaining a full count of the urban poor, especially perhaps the Negro poor. It became apparent, for example, that in 1960 one fifth of nonwhite males aged 25-29 had in effect disappeared and had been left out of the Census count altogether. Invisible men. Altogether, one tenth of the non-white population had been "missed." The ramifications of this fact were considerable, and its implications will suggest themselves immediately. It was hoped that a public airing of the issue might lead to greater public support to ensure that the Census would have the resources in 1970 to do what is, after all, its fundamental job, that of counting all the American people. As the reader will see, the scholarly case for providing this support was made with considerable energy and candor. But perhaps the most compelling argument arose from a chance remark by a conference participant to the effect that if the decennial census were not required by the Constitution, the Bureau would doubtless never have survived the economy drives of the nineteenth century. The thought flashed: the full enumeration of the American population is not simply an optional public service provided by government for the use of sales managers, sociologists, and regional planners. It is, rather, the constitutionally mandated process whereby political representation in the Congress is distributed as between different areas of the nation. It is a matter not of convenience but of the highest seriousness, affecting the very foundations of sovereignty. That being the case, there is no lawful course but to provide the Bureau with whatever resources are necessary to obtain a full enumeration. Inasmuch as

Negroes and other "minorities" are concentrated in specific urban locations, to undercount significantly the population in those areas is to deny residents their rights under Article I, Section 3 of the Constitution, as well, no doubt, as under Section 1 of the Fourteenth Amendment. Given the further, more recent practice of distributing federal, state, and local categorical aid on the basis not only of the number but also social and economic characteristics of local populations, the constitutional case for full enumeration would seem to be further strengthened.

A sound legal case? Others will judge; and possibly one day the courts will decide. But of one thing the conference had no doubt: the common-sense case is irrefutable. America needs to count all its people. (And reciprocally, all its people need to make themselves available to be counted.) But if the legal case adds any strength to the common-sense argument, it remains only to add that should either of the arguments bring some improvement in the future, it will be but another instance of the generosity of the Carnegie Corporation, which provided funds for the conference and for this publication.

Daniel P. Moynihan, Director
Joint Center for Urban Studies

Cambridge, Massachusetts
February 1968

FROM THE OFFICE OF

Senator Daniel Patrick Moynihan

New York

For Immediate Release
Tuesday, AM
July 31, 1979

Contact: Tim Russert
202/224-4451

Census Undercount**STATEMENT BY SENATOR DANIEL PATRICK MOYNIHAN (D., N.Y.)****on the****Floor of the United States Senate****Tuesday, July 31, 1979**

The Census is required by the Constitution and is our oldest source of information about ourselves.

It has never been and cannot be wholly accurate, but it should be as complete and reliable as possible, both in the actual enumeration and in the statistical processes that refine, analyze and evaluate the findings.

The issue of completeness and reliability became ever more important in the 1960s as more and more federal programs were made dependent on formulae using population. In turn, the recipients of federal aid came to rely more and more heavily on those programs and on the fairness and accuracy of the formulae through which the aid was distributed. These concerns acquired special significance for urban areas, which were themselves the object of increasingly focused federal policies, and for minority groups and low income persons who tend to be most heavily concentrated in cities.

It followed that as the 1970 decennial Census drew near, the question of the urban undercount became serious. For if the residents of urban America were not completely counted, and especially if they were missed or omitted more frequently than other Americans, they would not receive their proper share of diverse federal benefits.

In 1967, as Director of the Joint Center for Urban Studies of M.I.T. and Harvard, I organized the first conference on this subject. Our object was to improve the 1970 Census. As I wrote in the foreword to the ensuing volume (Social Statistics and The City, David M. Heer, Editor, Joint Center for Urban Studies, 1968), the conference had

...the avowed purpose of arousing a measure of public concern about the difficulties encountered by the Census in obtaining a full count of the urban poor, especially perhaps the nonwhite poor. It became apparent, for example, that in 1960 one fifth of nonwhite males aged 25-29 had in effect disappeared and had been left out of the Census count altogether. Invisible men. Altogether, one tenth of the nonwhite population had been 'missed.' The ramifications of this fact were considerable, and its implications will suggest themselves immediately. It was hoped that a public airing of the issue might lead to greater public support to ensure that the Census would have the resources in 1970 to do what is, after all, its fundamental job, that of counting all the American people....

The Bureau of the Census cooperated fully in the conference and in the preparation of the subsequent publication. And there is reason to believe that perhaps we had an impact. A limited one, to be sure, for an undercount problem persisted in the 1970 Census but it seems to have been somewhat less severe than in 1960 and the Bureau conscientiously set about to measure it and make plans for reducing it further in 1980.

In 1970, according to the Census Bureau's findings, the national undercount rate was 2.5 percent, but again this fell

unevenly among various demographic groups, chiefly minorities. For white males aged 25 to 33, for example, the undercount rate was 4.3 percent, but for black males in the same age group the undercount was 18.5 percent. For white female children under five, the rate was 2 percent, but for black children under five it was 9.8 percent.

This remains a disturbing and inequitable situation both in principle and in practice. Not the least of its unhappy consequences is that, given the ever-more prevalent practice of distributing much government money on the basis of population and specific demographic characteristics, the undercount discriminates against residents of states and localities with substantial minority populations. Therefore, in Counting the People: An Appraisal of the 1980 Census, the Panel on Decennial Census Plans, a distinguished group of statisticians appointed by Secretary Kreps, concluded:

...the issue of equity cries for attention.... The Panel is confident that the Census Bureau would also be able to respond in an appropriate and competent fashion to a directive to adjust the state and local population data for the undercount if a decision were made to adjust.

The Panel believes that such adjustments in the population totals would lead to greater equity in the distribution of funds among states and local areas....

Whether to adjust the census estimates is largely a policy issue; how to do it is primarily a technical one.

Hence the bill I am introducing today. It instructs the Secretary of Commerce to conduct the 1980 census by adjusting

the population figures to correct for the undercount. Every federal official who administers a program under which money is distributed to states and localities must use these corrected population figures. No particular methodology is specified, except the "best available," and the bill would leave that choice to the Secretary of Commerce and the Director of the Bureau of the Census, where serious efforts are presently underway to develop both a suitable interim method and a more sophisticated and complete set of statistical techniques. The latter, I am advised, is expected to be available for use by 1983.

This affords an opportunity to dwell on the mounting importance -- and the splendid professional competence -- of the Bureau of the Census, an offspring of what Ralf Dahrendorf has called America's "Applied Enlightenment." For many years, the Bureau went about its duties quietly and almost anonymously, carrying out the Constitutional responsibility of the Executive Branch to enumerate the population every ten years and knowing that the principal use made of this data by the government was the periodic reapportionment of seats in the House of Representatives.

In the past quarter century, however, the uses of Census data have multiplied. One major federal program after another has been established around specific formulae that determine the distribution of funds and other benefits on the basis of demographic data. In earlier eras, Harold Lasswell's classic definition of American politics -- "who gets what" -- referred to the pull and tug of competing interest groups, most conspicuously expressed in annual decisions about the allocation

of government funds. But as the domestic responsibilities of the national government have enlarged, and as government programs have proliferated, a conscious effort has been made to establish them on a more stable and objective basis, notably by devising ever-more-complex but surprisingly durable distribution formulae. These now determine the flow of tens of billions of dollars a year and are themselves often well-known: the Medicaid formula; the General Revenue Sharing formula; the E.S.E.A. Title I formula; the Title XX formula, and on and on. Today, 42 percent of all federal aid to municipalities is determined at least in part on the basis of formulae that include population as a key variable. Hence "who gets what" in the United States depends ever more heavily on the quality of the government's demographic data. Not surprisingly, the pressures on the Census Bureau, and the other major federal statistical agencies, have mounted apace.

The bill I am introducing today will not diminish those pressures. But it would create a clear basis in legislative policy for a set of necessary corrections that the demographers and the statisticians are capable of making. Although statistical adjustments are never as satisfactory as a complete enumeration, and although the Census Bureau's redoubled efforts to solve the difficulties of enumeration in the decennial census show considerable promise and deserve our enthusiastic support, it is simply not possible in a society as large and mobile as this one to count every single person. So adjustments must be

made, and they can be made, for the methodology is available. This bill asks that it be used, and that the many federal programs that rely on census data benefit from its use so that every citizen who depends on the government can do likewise. Equity demands no less.

THE WASHINGTON POST, TUESDAY, JULY 31, 1979

Eddie N. Williams

Counting All Americans

Millions of Americans and their communities are disadvantaged each year because the Census Bureau can't count enough and because some federal grant-based programs ignore a large population of "undercounted" Americans. This is a major problem of the census undercount.

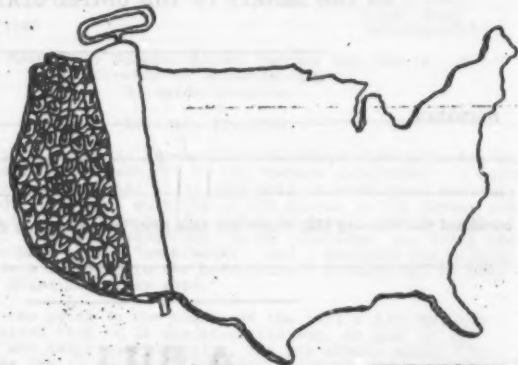
The undercount has plagued every decennial census since 1950. It is virtually impossible for the Census Bureau to count every inhabitant. In recent years, two factors have made the undercount discriminatory and punitive. One is the growing use of census population data in formulas to allocate federal funds. In fiscal 1976, for example, \$35.7 billion was apportioned for 55 federal-grant programs that used population or per-capita income data, in whole or in part, as a basis for distributing money. This sum amounted to 23 percent of all state and local capital, health, and social services. Clearly, the distribution of these funds would be skewed if there were a change in the population count.

Another factor is that the undercount affects some groups more than others. While almost two-thirds of the 5.5 million persons missed in 1970 were white, the rate of undercount was four times as high for blacks (7.7 percent) as for whites (1.9 percent). The rate for black males was 8.9 percent. The undercount among Hispanics, native Americans, and Asian Americans, in all probability, was also disproportionately high. The undercount rate tends to be highest among blacks and whites who are already the most disadvantaged in the nation.

The undercount not only affects our social and economic well-being, but our political representation as well. Its impact on representation is a complex constitutional issue that has not been resolved. However, the impact on fiscal advantages is a policy question for which there is an available policy remedy.

Thus, it is understandable that many elected officials, especially those from the cities with heavy concentrations of undercounted persons, complain that they are not getting their fair share of federal and state funds. The population data used in allocating these funds are based on the decennial census, which is statistically inaccurate or incomplete. A Camden, N.J., official provided this perspective: "An undercount does just barely suggest that black Americans are being disadvantaged, but the greater concern is that all persons, black and white, poor and middle class, who live in cities like Camden . . . are being disadvantaged."

Nearly everyone who examines



By Michael Chabon for The Washington Post

this problem agrees that it is complex and complicated with benefits. Where, then, might one look for solutions?

Even though the Census Bureau has taken extraordinary steps to reduce the 1980 undercount, most experts and the Census Bureau itself agree there will be an undercount in 1980. Clearly there is a need for a

The author was recently appointed to the Steering Committee of the Census Bureau Conference on Census Undercounts (1980).

procedure to adjust the 1980 census count so as to avoid financial loss to millions of Americans and to hundreds of cities. The Department of Commerce and its Census Bureau have been urged on numerous occasions to develop and implement an adjustment procedure. Among those who have made such recommendations are elected officials, the U.S. Conference of Mayors, the Black, Hispanic and Asian American Advisory Commission of the Census Bureau, and the National Academy of Sciences.

The recommendations of the National Academy of Sciences are especially noteworthy. Last year, the academy was awarded a contract by the Department of Commerce to determine whether there are feasible

methods of adjusting or correcting the census count to assure greater equity in the allocation of federal funds. The academy determined that "methods of adjustment with tolerable accuracy are feasible" and recommended that the secretary of commerce direct the Census Bureau to develop and implement a plan to adjust the 1980 census count.

Secretary Krupp has yet to act on the recommendation. In a June 9 letter to Mayor Raymond Jackson of Atlanta, chairman of the U.S. Conference of Mayors census task force, Secretary Krupp expressed her views as follows:

"While the Panel on Decennial Census Plans of the National Academy of Sciences did recommend that such adjustments be made, it should be noted that the panel did not endorse a specific technique for accomplishing this task."

"As part of our continuing research, the bureau plans to convene a national conference of experts during the spring of 1980 to consider this matter."

The negative consequences of an undercount have been known since at least 1950.

Definitive studies have already been conducted. The academy was engaged to review these studies and to make a recommendation, which it did. Moreover, the prepared 1980 population, at best, would offer relief in the 1980 census—a double

away—if at all. Certainly such a conference is no response to the NAS admonition that "...to meet the urgent demand for some greater degree of equity, a temporary expedient has to be considered." The NAS made it clear that it was talking about a "seriously available" methodology to adjust the 1980 census.

The secretary's explanation that the secretary report "did not endorse a specific technique for adjusting for undercounting" serves to cloud rather than to clarify the issue. The fact is that the Department of Commerce did not ask the academy to endorse a specific technique. Rather, it asked for and got a determination on feasibility. In fact, the academy cited three feasible adjustment techniques that could be used. The secretary may choose any one of them or initiate her own adjustment technique.

If the secretary does not act now to implement a "temporary," "expedient," "feasible" and "available" adjustment procedure, an awful lot of people, including needy low-income blacks and whites, will be shortchanged for another decade. This is a matter of national concern.

If the secretary of commerce continues to delay, the president and the Congress should intervene before the 1980 census undercount and its far-reaching consequences further erode the people's confidence in the federal government.

CONGRESS

Session

S.

(Mark—Fill in all blank lines with
name provided for the bill, title,
for, and reference of bill.)

IN THE SENATE OF THE UNITED STATES

Mr. Moynihan

Introduced the following bill; which was read twice and referred to the Committee on

A BILL

(Insert title of bill here)

To amend title 13, United States Code, to correct for undercounting
in the 1980 census.

- 1 *Be it enacted by the Senate and House of Representatives of the United States of*
- 2 *America in Congress assembled,*
- 3 That section 141 (a) of title 13, United States Code is
- 4 amended by inserting after "surveys." the following: "In
- 5 conducting that census the Secretary shall adjust the
- 6 population figures, employing the best available methodology
- 7 to correct for undercounting. These adjusted population
- 8 figures shall be used by every Federal officer or employee
- 9 administering a program under which funds or benefits are
- 10 allocated or distributed among States or other units of
- 11 government on the basis of population."

FROM THE OFFICE OF

Senator Daniel Patrick Moynihan

New York

For Immediate Release
Monday, AM
February 25, 1980

Tim Russert
Vicki Bear
202/224-4451

Address by Senator Daniel Patrick Moynihan (D., N.Y.)
Conference on Census Undercount
Arlington, Virginia

February 25, 1980

It is an honor to address this distinguished gathering on the urgent and important subject of the "census undercount". I would begin by recalling a similar event held here in Washington thirteen years ago, under the joint auspices of the Bureau of the Census and the Harvard-M.I.T. Joint Center for Urban Studies, of which I was then Director. That conference was, to my knowledge, the first ever held on the problem of the "undercount", and I sketched its origins and purposes in a foreword to the conference's proceedings as published by the Joint Center in 1968:

"At one point in the course of the 1950's John Kenneth Galbraith observed that it is the statisticians, as much as any single group, who shape public policy, for the simple reason that societies never really become effectively concerned with social problems until they learn to measure them. An unassuming truth, perhaps, but a mighty one, and one that did more than he may know to sustain morale in a number of Washington bureaucracies (hateful word!) during a period when the relevant cabinet officers had on their own reached very much the same conclusion -- and distrusted their charges all the more in consequence. For it is one of the ironies of American government that individuals and groups that have been most resistant to liberal social change have quite accurately perceived that social statistics are all too readily transformed into political dynamite, whilst in a curious way the reform temperament has tended to view the whole statistical process as plodding, overcautious, and somehow a brake on progress. (Why must every statistic be accompanied by detailed notes about the size of the "standard error"?)

"The answer, of course, is that this is what must be done if the fact is to be accurately stated, and ultimately accepted. But, given this atmosphere of suspicion on the one hand and impatience on the other, it is something of a wonder that the statistical officers of the federal government have with such fortitude and fairness remained faithful to a high intellectual calling, and an even more demanding public trust.

"There is no agency of which this is more true than the Bureau of the Census, the first, and still the most important, information-gathering agency of the federal government. For getting on,

(more)

now, for two centuries, the Census has collected and compiled the essential facts of the American experience. Of late the ten-year cycle has begun to modulate somewhat, and as more and more current reports have been forthcoming, the Census has been quietly transforming itself into a continuously flowing source of information about the American people. In turn, American society has become more and more dependent on it. It would be difficult to find an aspect of public or private life not touched and somehow shaped by Census information. And yet for all this, it is somehow ignored. To declare that the Census is without friends would be absurd. But partisans? When Census appropriations are cut, who bleeds on Capitol Hill or in the Executive Office of the President? The answer is almost everyone in general, and therefore no one in particular. But the result, too often, is the neglect, even the abuse, of an indispensable public institution, which often of late has served better than it has been served."

The "avowed purpose" of the 1967 conference was that "of arousing a measure of public concern about the difficulties encountered by the Census in obtaining a full count of the urban poor, especially perhaps the Negro" -- we would now say black -- "poor".

Our impetus, in short, was the "undercount", to use today's word, that had occurred in the 1960 decennial census. "It was hoped", I wrote, "that a public airing of the issue might lead to greater public support to ensure that the Census would have the resources in 1970 to do what is, after all, its fundamental job, that of counting all the American people. . . (T)he full enumeration of the American population is not simply an optional public service provided by government for the use of sales managers, sociologists, and regional planners. It is, rather, the constitutionally mandated process whereby political representation in the Congress is distributed as between different areas of the nation. It is a matter not of convenience but of the highest seriousness, affecting the very foundations of sovereignty. That being the case, there is no lawful course but to provide the Bureau with whatever resources are necessary to obtain a full enumeration."

Our focus, clearly, was on obtaining a complete enumeration, and it is the fact that the Census Bureau made a valiant effort to do just that in the 1970 census. But it is also the fact that it failed. This was not an abject failure, however. There is some evidence that the 1970 undercount was less severe than ten years earlier. And there is ample evidence -- not least the convening of today's conference and the commissioning of the studies and papers that preceded it -- that the Census Bureau has made a forthright and conscientious effort both to estimate the size of the 1970 undercount and to develop a range of possible remedies for the future.

The future has now arrived. The 1980 census is just weeks away. A monumental attempt has been made -- is being made -- to

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obtain as complete an enumeration of the population as possible. Yet we know that there will again be an "undercount". And we are here today to discuss a different issue than that which absorbed our attentions thirteen years ago. Given that the problem known as the "undercount" seems destined to persist in the actual enumeration of the population, and given our ability to estimate with reasonable accuracy how large it is, should adjustments be made on the basis of statistical estimates of the undercount? In other words, if we cannot find everyone, but can develop defensible estimates of the numbers of persons whom we cannot find, should the census figures be adjusted in light of these estimates?

No doubt you are familiar with my own view. Last fall I introduced a bill in the Senate to instruct the Secretary of Commerce to adjust the population figures of the 1980 census to correct for the undercount, and to require every federal official who administers a program under which money is distributed according to population data to use these corrected figures.

My bill was in part a response to the conclusions of the Panel on Decennial Census Plans, a distinguished group of statisticians appointed by former Secretary Kreps, that "... (T)he issue of equity cries out for attention ... (T)he Census Bureau would be able to respond in an appropriate and competent fashion to a directive to adjust the state and local population data for the undercount ... "Sensitive to the Panel's further judgment that "whether to adjust the census estimates is largely a policy issue; how to do it is primarily a technical one," (emphasis added) I sought to provide a basis for resolving the policy issue and producing the appropriate "directive" to the Bureau. But legislation is not actually required for this purpose. The Secretary or the President could issue the necessary directive. Indeed, the Bureau could furnish the indicated information, without any directive.

There are three questions that should be addressed in the course of this conference. Let me take them up one at a time.

First, what does the Constitution require? As I read Article I, Section 2, and the Fourteenth Amendment, there are two provisions. The "whole number of persons in each State, excluding Indians not taxed" shall be determined every ten years. And the House of Representatives "shall be apportioned among the several States according to their respective numbers".

It is well established that the responsibility of the Census is to count the number of persons to be found in each state. It matters not whether they are voters or non-voters; adults or children; citizens, lawfully-admitted foreigners or "illegal" aliens; able-bodied or handicapped; English-speaking or not; self-supporting workers or dependent persons. Every human being physically present within the borders of a state on April 1 -- and some not present --

(more)

is to be counted, and the House of Representatives is thereafter reapportioned according to that count.

The Constitution is silent on the question of the "undercount". One can reasonably assume that the founding fathers never anticipated the issue. There was a thinly populated and primarily agrarian society in which, to exaggerate only slightly, everyone in a community knew everyone else by sight if not by name. It was deemed a relatively simple matter to count them.

But the founding fathers were wise enough to recognize that they could not anticipate every contingency, so Article I, Section 2 further provides that the "actual enumeration shall be made . . . in such manner as (the Congress) shall by Law direct."

The current law provides as follows:

"The Secretary shall, in the year 1980 and every 10 years thereafter, take a decennial census of population as of the first day of April of such year . . . in such form and content as he may determine, including the use of sampling procedures and special surveys. In connection with any such census, the Secretary is authorized to obtain such other census information as necessary."

Once again, no mention is made of the "undercount" issue, but the law is certainly permissive with respect to the procedures by which the Secretary shall enumerate the population. I am not a lawyer, but it seems clear enough that the phrases "in such form and content as he may determine" and "including the use of sampling procedures and special surveys", are meant to provide the Census Bureau with sufficient flexibility to produce as accurate and complete a count as possible.

The second question to be addressed is the availability and reliability of methods by which completeness and accuracy can be enhanced, assuming now -- and I do assume -- that it will never be possible to obtain a complete enumeration through traditional census procedures. In this area, I defer to the immense sophistication of those gathered here, adding only my own impression, as one who has worked with census data for many years and has a passing acquaintance with statistical methods and techniques, that many such methods are available and sufficiently reliable, and that others can be developed with relative ease. Clearly, precision and reliability will suffer as one gets into the finer-grained tables. It may be fruitless to seek to apply estimating techniques and statistical corrections to comparisons of the level of school achievement in 32 year old unmarried women residing in adjoining census tracts. It could be done, but not with sufficient reliability to make it worth doing. So judgments will have to be made -- and made by persons such as yourselves -- about the specific demographic facts that lend themselves to such techniques. At the very least, it will be necessary to make clear to

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those unfamiliar with statistical techniques which numbers and which differences are significant and to what degree. But many of the fundamental facts about our population -- notably how many people live where -- can be estimated with a high degree of reliability. And in my view they should be.

The third question is what uses should be made of the estimated population data as opposed to the enumerated population data. I would retain the distinction. Indeed, I would have the Census Bureau produce two sets of figures. It is not the Bureau's responsibility to determine which should be used in which circumstances. I for one do not believe -- although as a New Yorker this is a statement against interest -- that the adjusted figures should be used to reapportion seats in the House of Representatives. One ought not tamper with a fundamental Constitutional procedure that has served us since 1790. I am firmly of the view that the population count that is used for apportioning the Congress ought to be one in which every person is able to be associated with a name and an address, not with a statistical estimate.

I have no such reservations about applying the "second set" of census numbers to federal spending programs, however. To the contrary. The decennial enumeration has been inadequate for such purposes for a long time, and it is often necessary to make interim estimates of one kind or another. The point of all such estimates is to ensure that a federal program meant to alleviate a particular problem or condition is administered in accord with the most accurate and timely information we can obtain about the actual incidence of that problem or condition. It matters not whether the program pays for health care, social services, compensatory education, easing the fiscal burden on state and local governments, caring for the handicapped, or subsidizing housing for the needy. Insofar as the basis -- or a basis -- for apportioning federal funds throughout the country is demographic data supplied by the Census Bureau, that data should be up-to-date and complete. Completeness requires that we adjust for the undercount, just as we adjust for population shifts from one area to another. This can be done and in my view justice and equity require that it be done.

The alternative is the continuing politicization of the census itself, and a steady decline in public confidence in it. If members of any group believe that their numbers are understated by the census, they will inevitably -- and in my view understandably -- press for ad hoc adjustments to be made in the formulae by which federal funds are meted out; they will seek special enumerations of their group; and they will increase the political pressures on the Census Bureau to be something less than the respected, neutral agency that it is, even as they seek to discredit the data that it produces. I cannot doubt that will happen, for as Senator from New York I would be obliged to respond in not dissimilar fashion if I had reason to believe that my own constituency was being disadvantaged by the census undercount. It is simply the fact that billions of dollars are

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now redistributed among various parts of the nation on the basis of census data. If we fail to establish the proposition that those data are as accurate and complete as the techniques of enumeration and estimation can make them, the ensuing politicization will damage the census even as it jeopardizes the objectivity on which these myriad formulas tenuously rest.

We will seek to minimize the undercount, but we will never eliminate it. The challenge to this conference, and to the Secretary of Commerce and the Bureau of the Census in its aftermath, is to do the next best thing: to make every effort that can be made within the bounds of sound statistical methodology to estimate the undercount and to publish the results of those estimates.

-30-

Mr. ROSENTHAL. Please proceed with your statement, Mr. Barabba. You have heard the testimony of everyone who preceded you here this morning. I presume you want to have an opportunity to adequately respond.

STATEMENT OF VINCENT BARABBA, DIRECTOR, BUREAU OF THE CENSUS, DEPARTMENT OF COMMERCE; ACCOMPANIED BY DANIEL B. LEVINE, DEPUTY DIRECTOR; AND GEORGE G. HALL, ASSOCIATE DIRECTOR

Mr. BARABBA. Yes, sir. My difficulty in responding is where to start. I will try to deal with some of the points that were made, as we did in the previous hearing where people made allegations, and then we responded to them as directly as we could.

We have submitted our testimony. Given the available time, I will not read it in full but just deal with some of the points that have been made.

Mr. ROSENTHAL. Without objection, we will insert the testimony into the record.

Mr. BARABBA. I think you raised a very important point about how, if the Census Bureau is as good as both Professor Hauser and Senator Moynihan have indicated, we are in this problem. I think that is a very important question to consider.

I think we have to answer that by saying "what is the problem?" You have had presented to you today some statements. As I recall, not one person brought forward a piece of hard evidence other than—

Mr. ROSENTHAL. I think Maynard Jackson's testimony was hard evidence.

Mr. BARABBA. May I deal with that specifically?

Mr. ROSENTHAL. I think the examples in the appendix to Mayor Berkley's testimony is very hard evidence, the way I read evidence.

Mr. BARABBA. That is not what we mean by evidence. Let me deal specifically with Maynard Jackson's comments. I think that will give you an indication of what we—

Mr. ROSENTHAL. If you want to do it that way, it is all right with me. Then touch on each of the situations referred to in Mayor Berkley's testimony and on Mayor Koch's testimony.

Mr. BARABBA. I am not prepared to deal with everyone. I anticipated—

Mr. ROSENTHAL. Deal with as many as you can.

Mr. BARABBA. Then we will give you other information at the end of the hearing.

Mr. ROSENTHAL. Also, I personally would be interested in seeing a broad picture of how this took place, what happened. There have been numerous allegations made that you had notice. Moynihan was at an undercount conference 3 years ago. They wanted to work with you.

Everybody seems very distressed at what has taken place.

Mr. BARABBA. I will try to do that.

In Mayor Jackson's discussion of local review—and I would point out that, as many concerns as Mayor Jackson expressed about the 10 days allocated for local review, his city, and he himself, was apprised

of the local review program in advance of the 10-day period. In addition to that, somewhere between 4 to 6 weeks before, on average, each city was given specific maps and details of the information needed to prepare for local review prior to the beginning of the 10 working days or 2-week local review period.

Because of all those preliminary activities and because of an outstanding effort on his community's part—and, by the way, done within the 10-day period and one of the best responses that we have seen—he is able to point out that in Atlanta they have “compiled evidence of an additional 12,996 occupied housing units above the 155,744 cited in your figures,” in this case the Census Bureau figures, for local review.

He then quite professionally took the population per household figure for each enumeration district and multiplies it by the estimated missed occupied housing units. That translated into, as he referred to it in his statement, an undercount of 33,496 people.

Now, to that number, he added some 3,440 people from the observed differences of a survey that his community took of group quarters, as distinguished from what the Census Bureau was able to identify in group quarters. Then he, as we asked and as local review was designed, pinpointed by enumeration district where these specific differences are most likely to occur.

In the meanwhile, the Bureau has gone back to each of the approximately 19,000 housing units that we originally listed as vacants. These were housing units that were not included in the 155,000 that the mayor was comparing against, but the existence of which he was apprised. We were able, through an intense followup, as part of the census procedure, to convert 2,100 housing units to occupied. That is, we went back and we found out that what looked like a vacant housing unit before was actually occupied.

Mr. ROSENTHAL. It was 21,000 units you thought were vacant—

Mr. BARABBA. 19,000; 2,100 of them we were able to, by more intensive interviewing, as part of the procedure—

Mr. ROSENTHAL. You missed 2,100 housing units the first go-around?

Mr. BARABBA. No; we did not miss them. We classified them as vacant when in fact they were occupied.

Mr. ROSENTHAL. What do you mean, you didn't miss them?

Mr. BARABBA. We found the housing unit, but we classified it improperly—

Mr. ROSENTHAL. You missed them as being occupied.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. That was an error.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. 2,100.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. If—

Mr. BARABBA. Let me finish.

In addition to that, we are now working on the 12,000 housing units, which the mayor said we had let slide by. We had given that number of housing units to the mayor and designated them as unclassified. That is, we were not able to make an observation in time to

give the city the preliminary interim numbers, working numbers, to do this local review.

Mr. ROSENTHAL. Why not?

Mr. BARABBA. There just was not sufficient time to get it done to make the classification. In addition to that—

Mr. ROSENTHAL. How can a job—look, are you going to have problems with my interrupting you?

Mr. BARABBA. I would like to be able to respond fully.

Mr. ROSENTHAL. I mean, I am entitled to ask questions.

Mr. BARABBA. Yes, sir.

I am also asked to respond to you fully and I am trying to.

Mr. ROSENTHAL. I understand that. I am trying to develop a coherent story here.

If you find the interruptions objectionable, say so and I will refrain until what I perceive to be the conclusion of a statement; and then I will ask a question.

Mr. BARABBA. You better ask because I don't think we are going to finish the statement today.

Mr. ROSENTHAL. In other words, 2,100 units you thought were unoccupied were in fact occupied?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. And there were 12,000 additional units, too, that nobody had time to really figure out whether they were occupied or unoccupied.

Mr. BARABBA. There was not sufficient—yes, that is correct.

Mr. ROSENTHAL. What I cannot understand is, why do you get yourself into a time bind when these mistakes are inevitably going to happen?

Mr. BARABBA. We have to perform certain functions by a time specified, including—

Mr. ROSENTHAL. And is it—I'm sorry. Go ahead.

Mr. BARABBA [continuing]. Including getting the number to the President by the time Congress has determined.

We realize that, given the complexities of some of our communities and particularly the communities that were represented here today, not every city is going to be done exactly on schedule according to the target. On the other hand, we also realize that we have got to get some of these things completed. So we say, rather than wait until the very last minute to get it all completed, let's get the mayor and his group involved so that they can start pointing out where the discrepancies are. In the meanwhile, while they are doing that, we will go back to these other places where it is going to take extra work and effort to actually continue to classify them.

That is the reason we do it that way. We do not ignore those housing units. It is part of the plan to go back in followup II.

Mr. ROSENTHAL. Major Jackson said in his statement: In a survey of 100 cities conducted last week by the U.S. Conference of Mayors, 56 percent of the cities reported that the housing count and preliminary population figures were inaccurate.

Mr. BARABBA. I am really stunned by that number. I would be really surprised if 40—how many did he say, 56?

Mr. ROSENTHAL. Fifty-six percent of the cities.

Mr. BARABBA. If 44 percent of the cities of America would have accepted those interim working numbers as being correct.

Mr. ROSENTHAL. You are surprised that anybody accepted them?

Mr. BARABBA. They were not designed to be complete numbers. They were designed to identify the housing units at a point in time when we were still having a lot of work to do but to get—

Mr. ROSENTHAL. In all those 100 cities, is the 10-day review time running? Has it expired? Has it begun?

Mr. BARABBA. It is on a flow basis as that particular—as the 409 district offices complete a certain level of activity—it is on a flow basis.

I could—for example, they mention 56 percent of the cities. Let me read to you from some other cities.

The city of San Diego, Calif.—

Mr. ROSENTHAL. Now, he says that Atlanta has challenged Census Bureau figures of 63 percent of the cities enumeration districts.

Mr. BARABBA. I will go back to Atlanta. I really have not finished my analysis of—

Mr. ROSENTHAL. You heard his staff worked around the clock week-end in the underwear.

Mr. BARABBA. So did ours, sir.

Mr. ROSENTHAL. Not in the same place.

Mr. BARABBA. I don't know that.

Mr. ROSENTHAL. In other words, the impression I get is that you really are under severe time constraints, which may be the reason that some of these problems developed.

Mr. BARABBA. I am trying to identify for you whether the problem is as extensive as the mayors are now saying it is. I am not saying there is no problem. I am just saying the extent to which we think it may exist and whether there are solutions to it.

If you take these other 12,000 unclassified units, as we have gone back into the field, on the average, we have been converting those unclassifieds. About 80 percent of them become occupied housing units—that is, after we go back the second and the third time.

I do not want to get too picky on the words. But, when you identify those as errors, that is not error in the sense in which we use it. That is—

Mr. ROSENTHAL. It is something you passed over for the moment.

Mr. BARABBA. Yes.

Mr. ROSENTHAL. Is there an accurate count today in any city in this country?

Mr. BARABBA. I believe there is.

Mr. ROSENTHAL. Could you give us the names of those cities?

Mr. BARABBA. Well—

Mr. ROSENTHAL. That you are finished with and you are satisfied—

Mr. BARABBA. We are not finished anywhere but I can tell you where they are satisfied.

The city of San Diego.

Mr. ROSENTHAL. San Diego is satisfied?

Mr. BARABBA. The mayor of San Diego, Pete Wilson.

Mr. ROSENTHAL. He is satisfied?

Mr. BARABBA. I can submit his letter or I can read it. Which one would you like?

Mr. ROSENTHAL. I would like to see it.

Mr. BARABBA. Do you want me to read it now?

Mr. ROSENTHAL. Are you going to give me the names of all of the cities that—

Mr. BARABBA. I just have some here on the basis of getting prepared for this hearing.

Mr. ROSENTHAL. I would be happy to hear. Go ahead.

Mr. BARABBA [reading]:

As the Mayor of the city of San Diego, I would like to commend you and your staff for establishing the local review program. As part of this program, you permitted us to appoint a liaison to work with your district managers.

The spirit of cooperation between the three district offices and our city liaison has been excellent. During the local review program, there have been daily contact between the census offices and our liaison. Every problem to this point has been resolved to our satisfaction.

I am firmly convinced that the local review program and the highly cooperative attitude of your district managers has made it possible for the city of San Diego to have an accurate and a complete census count. I would also like you to know that the preliminary population count is within one-half of 1 percent of the April 1, 1980, population estimate prepared by our planning department.

Mr. ROSENTHAL. How many letters like that do you have?

Mr. BARABBA. It is the first one received like that. But I would also point out to you that the mayor of Buffalo complained about as loud as the mayors that you had in front of you, and then people started checking out the count.

I will quote to you from the Buffalo Evening News on the 11th of this month, the headline: "County Checks Showing Census Mostly Correct."

A reporter by the name of Mike Vogel:

Despite herculean efforts in Erie County's towns and villages, door-to-door canvases and checks of building and utility records are showing more often than not than the Census Bureau's estimates of the area's declining population are right. "The Census Bureau has beaten us in every district where we have done an intensive effort," said Diane MacFarland, of the Erie County Planning Department. The city and county officials are sounding a reluctant praise for the Census Bureau's efforts spearheaded here by the local census director.

Quoting Mrs. MacFarland again: "Their cooperation could not have been better. The accuracy in this area," she added, "may be due to the two-way sharing of information that marked the 1980 census here."

Then the last line, Mr. Vogel, says: "The end results seem to be that now officials not only know the news is bad; they think it's right."

Mr. ATKINSON. How many critical letters have you received, where there was a lack of cooperation?

Mr. BARABBA. Lack of cooperation or—

Mr. ATKINSON. Just—

Mr. BARABBA. I really cannot give you a number. I would say it has not been more than a dozen.

Mr. ROSENTHAL. How many cities are there in the United States of over 100,000?

How many people are in San Diego?

Mr. BARABBA. I do not know the answer to that question at this moment. It is a lot.

By the way, that is one of the places that has a different kind of a problem than you find in the cities we are talking about here. That is a rapidly growing place.

I might also point out that in Phoenix——

Mr. ROSENTHAL. I do not think you have met the burden of your testimony. We had testimony today which was presented to me from the mayor of New York, the mayor of Kansas City on behalf of the U.S. Conference of Mayors, the mayor of Atlanta on behalf of the Conference of Mayors, a gentleman from Los Angeles, all showing what I perceived to be extreme dissatisfaction.

Now you have produced one letter and——

Mr. BARABBA. I am going to deal with one——

Mr. ROSENTHAL. I am not going to interrupt you if you're not going to interrupt me.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. Otherwise, we are going to be here all night long.

I want to know what is the situation from your point of view as of today around the country. Is the testimony we heard accurate? Or is the San Diego situation more manifestly common?

Mr. BARABBA. I would say San Diego is an exception to the rule on the positive side. I think what you have heard today is the statement on behalf of the mayors identifying the difficulties they have found in the interim, beginning steps of the census. They have concluded that those incomplete working numbers will be reflective of the final count.

Mr. ROSENTHAL. They fear that this preliminary count will be the final count. And they assert that the 10-day period is not working to their interest and that you are closing census offices.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. What about those two accusations?

Mr. BARABBA. We are closing census offices but only in those places where we have completed the entire census plan including local review and the followup after local review.

Mr. ROSENTHAL. Could you give me the names of any places where you have closed census offices and the chief executive or the mayor has signed off?

Mr. BARABBA. Eureka, Calif.; Idaho Falls——

Mr. ROSENTHAL. Eureka, Calif.; Idaho Falls, Idaho.

Mr. BARABBA. And there are a couple of other cities that I just do not have in front of me right now.

Mr. ROSENTHAL. Have you closed any offices in Atlanta?

Mr. BARABBA. No, sir.

Mr. ROSENTHAL. In New York City?

Mr. BARABBA. None.

Mr. ATKINSON. Have you determined why it worked there and not other places? Is it the makeup of the community? Is it better staff people there?

Mr. BARABBA. I missed the question.

Mr. ATKINSON. I am saying, in those areas where it worked well and you have documented evidence that it has, have you studied as to why it worked, while in other areas it did not?

I do not know about the minority count. I think that question was raised a number of times here, whether it is prevalent in the areas that were cleared.

Are you better off in the farm, rural areas or the major cities?

Mr. BARABBA. We certainly do not have sufficient information at this point to allow us to draw any conclusions in that area.

I really would like to get back to Atlanta and finish that up, if I might.

If we convert the 12,000 units unclassified at the same rate in which we have been converting nationally, then we will have virtually within 1,000 the same number of housing units that Mayor Jackson's organization has put together on the basis of one of the most comprehensive local review develop—

Mr. ROSENTHAL. When will you have your part of the project finished?

Mr. BARABBA. Relative to local review?

Mr. ROSENTHAL. Relative to anything.

Mr. BARABBA. In Atlanta?

Mr. ROSENTHAL. Yes.

Mr. BARABBA. I cannot give you that specific date right now, but we will not close any office until it is done and the mayor has had an opportunity to review it.

Mr. ROSENTHAL. Do you have leases on those offices in Atlanta, or are they in the Federal buildings?

Mr. BARABBA. Some are in Federal buildings. Some are in military installations, and some are on lease. And the lease allows us the option of extension, should it be required.

Mr. ROSENTHAL. Why do you think Mayor Jackson is so concerned about the situation?

Mr. BARABBA. Well, I do not want to identify specifically Mayor Jackson. But I think one of the things that is happening here is that there are a lot of people who would like to see an adjustment made. And I would like to deal with the adjustment before we leave today as well because I think—

Mr. ROSENTHAL. At the end of your testimony we should deal with adjustment.

Mr. BARABBA. Yes, and—

Mr. ROSENTHAL. What we are entitled to know is how this project is working as of today, Thursday, at 1:30.

Mr. BARABBA. I think it is working as planned and it is slightly behind schedule.

Mr. ROSENTHAL. Tell us what was the plan. Did you predetermine that there would be an undercount?

Mr. BARABBA. No, sir. In fact—

Mr. ROSENTHAL. Will there be an undercount?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. How big will the undercount be?

Mr. BARABBA. I do not know.

Mr. ROSENTHAL. When will you know?

Mr. BARABBA. We will have a gross approximation—and when you heard Dr. Hauser up here, he made it very clear in the eloquent statement of how you go about measuring the undercount.

We can make a gross approximation based on the numbers, as Dr. Hauser stated, based on what we thought the population was and our estimates as of April 1. As he pointed out in his testimony, that does not allow us the kind of refinement that is required to talk about differentials between race, age, and other geographical areas—

Mr. ROSENTHAL. Will the undercount be equal around the United States?

Mr. BARABBA. Not unless it is different than any other undercount we have ever had.

Mr. ROSENTHAL. Will it be more severe in certain parts of the country or in certain cities?

Mr. BARABBA. It has the potential for that.

Mr. ROSENTHAL. What kind of places?

Mr. BARABBA. I cannot speak to that because I do not know at this point.

Mr. ROSENTHAL. What do you think?

Mr. BARABBA. I have such conflicting evidence, I choose not to make a judgment.

Mr. ROSENTHAL. How big do you think the undercount will be? Worse than 1970?

Mr. BARABBA. I have no way of knowing.

Mr. ROSENTHAL. Do you have any preliminary estimates at all?

Mr. BARABBA. No, sir.

Mr. ROSENTHAL. When you began your program you knew there would be an undercount; you have already said that.

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. Did you have any estimation of what the undercount would be?

Mr. BARABBA. No, sir.

Mr. ATKINSON. The figures that somebody gave testimony to: 1950 it was 3.3 percent; 1960, 2.6 percent; 1970, 2.5 percent. That would seem to be that you were getting better and there is less of an undercount.

Based on the history, would you say 1980 would be less than 2 percent? I know it is a hard thing to answer, but just based on—

Mr. BARABBA. If you would assume that society has not changed since 1970 in its attitude toward participation and the census program has not changed, then we should do much better because we have put into place a significant amount of programs to deal with our assessment of the undercount as it occurred in 1970.

The reason I have not been able to be as clear as Mr. Rosenthal would like me to be regarding what it will be, we have no way of knowing how society is going to finally react because we are talking about a very small portion of it at this point.

Mr. ROSENTHAL. One of the things I am worried about was whether you had the resources, whether you had the plan, whether you had the commitment to do the job the way it ought to be done.

Now, your hiring goals in the 15 largest cities at the beginning of the enumeration period. Were they below your expectations?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. Have you ever reached the hiring goals you anticipated?

Mr. BARABBA. In some communities we have.

Mr. ROSENTHAL. In most of the communities you haven't.

Mr. BARABBA. Yes, I have to—

Mr. ROSENTHAL. Well, then let's go community by community.

In New York your hiring goal, the percentage reached or staffed on April 26 was 69 percent. In Chicago, 68 percent. Los Angeles, 77 percent. Houston, 23 percent. Detroit, 64 percent. Dallas—and so on.

Is that part of the problem?

Mr. BARABBA. That is part of the delay, not part of the underenumeration.

Mr. ROSENTHAL. Well, the delay becomes serious when you come up against a final time zone wall at the end of this year to give to the President.

I sense from your testimony that you consider certification to the President an absolutely essential final act; right? And you continually had less time—

Mr. BARABBA. I missed that, Mr. Rosenthal.

Mr. ROSENTHAL. When do you have to certify the numbers to the President?

Mr. BARABBA. Before December 31.

Mr. ROSENTHAL. Right. And, if you did not have the proper number of people early on in the year, your opportunity to work this thing properly has been compressed into a shorter period of time. Is that not correct?

Mr. BARABBA. That is correct.

Mr. ROSENTHAL. And that is, in fact, what has happened.

Mr. BARABBA. Are you finished, sir?

Mr. ROSENTHAL. I don't know. Isn't that what has happened?

Mr. BARABBA. Well, it has made our task more difficult. It has not, in our judgment, made it impossible. And the reason it has not is because, while we had difficulty in enumeration, in hiring people to do the enumeration, we exceeded our objectives on the amount of mail returned that we would receive. I tried this—

Mr. ROSENTHAL. Well, the mail returned in New York City was disastrous, was it not?

Mr. BARABBA. No, sir; it absolutely was not. I explained that to the mayor I don't know how many times, and he just does not want to accept it.

Mr. ROSENTHAL. What was the list you worked from?

Mr. BARABBA. Could I finish that one?

Mr. ROSENTHAL. Sure.

Mr. BARABBA. The mayor says that he was below the national average. When we made an estimate of 80 percent, we clearly understood that New York would be less than the national average; our experience told us that. We budgeted our activities in New York on the basis of a 63-percent response rate. We actually received about a 69-percent response rate.

It is not, by the way, 6 over 63, a 9-percent improvement. It is 6 over 37, a 16-percent improvement. I think that is an important observation. Now, was it enough to overcome the lack of people that we were able to hire? No, it was not. But it certainly contributed to our ability to deal with the problem on an ongoing basis.

Mr. ROSENTHAL. What was the list you used?

Mr. BARABBA. A commercial mailing list.

Mr. ROSENTHAL. From who?

Mr. BARABBA. ADVO Systems, Inc.

Mr. ROSENTHAL. Had you tested their accuracy?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. When was the list last certified or reviewed?

Mr. BARABBA. I believe that is all in the GAO report, is it not?

Mr. ROSENTHAL. I just wondered.

Mr. BARABBA. When you say "checked," do you mean checked by ADVO or checked by the U.S. Census Bureau?

Mr. ROSENTHAL. Its own accuracy, the integrity of the list.

Mr. BARABBA. I can give you a specific when it was checked by the Census Bureau. It was checked right before the mailing.

Mr. ROSENTHAL. In my own community of New York City, large apartment complexes never received the census, large apartment complexes.

Mr. BARABBA. That may not be because it was not on the address list. It may be because the form was not labeled properly or it was not delivered by the Postal Service. But the address was on the master address register file. And, if no form came back, that is when the enumeration takes place.

Mr. ROSENTHAL. Do you know how many cities there are in the United States over 100,000? Does anybody know?

Mr. BARABBA. I do not have that at hand.

Mr. ROSENTHAL. Mr. Hauser, you probably know.

Mr. HAUSER. About 130.

Mr. ROSENTHAL. And you have gotten a letter from one of them.

Mr. BARABBA. That is the first one that came in. We are not anywhere close to being finished. That is the first one when they got the job done.

Mr. ROSENTHAL. The mayor of Atlanta says he is speaking on behalf of the United States Conference of Mayors. He seemed to be telling a fair story. He says 56 percent of the cities reported the figures were inaccurate. Now, what are we going to do about that? And do you have the time and the people to do it?

Mr. BARABBA. Mr. Rosenthal, I do not know how that survey was taken. But, when the Census Bureau presents a statistic, you get all the details behind it including the questions that were asked. I can imagine designing a questionnaire that would elicit that response. In addition to that—

Mr. ROSENTHAL. Do you think they were purposely trying to do you in or what?

Mr. BARABBA. I cannot come to that conclusion without any more evidence.

You had before this committee at your last hearing Mayor Hance from Phoenix at the same time that Mr. Jackson was testifying. Mayor Jackson made reference at that time to the fact that you had a wide range of views. However, Mayor Hance in her news release following the delivery of local review says—and this is her news release I am quoting:

Preliminary figures from the Census Bureau show Phoenix with a population of 719,586 according to an announcement Monday by Mayor Margaret Hance. That compares with a current figure of 771,400 which has been compiled in the city's planning department.

Obviously, that is less. Their estimate is higher than our count. However, and again I am quoting from her news releases:

"Mayor Hance says she is confident the final census count will be closer to the city's estimate when local review process is completed during the next 10 days."

Mr. ROSENTHAL. What date was that statement?

Mr. BARABBA. That was made July 7.

Mr. ROSENTHAL. Her 10 days is still running?

Mr. BARABBA. No, it is not. The 10 days in which she presented the first local review report passed and we have been working on it.

We have made it clear, and it is in the cover letter that transmits the statistics to the mayors, that the whole purpose of the 10 working days is to get the process started. If there are additional problems, we have made it very clear and it is explicitly stated, bring them to the Bureau and we will deal with them.

That is not done on a random basis. Now, if there is a district office manager who is not following that policy, if that is reported to me, we will take appropriate action.

Mr. ROSENTHAL. When will you know what the undercount is?

Mr. BARABBA. We will have a gross approximation sometime before the end of the year. That will be based—

Mr. ROSENTHAL. At that point it will be too late to do any adjustment, at least for congressional reapportionment.

Mr. BARABBA. I think we should probably get into the part of my testimony that deals with the adjustment decision. I think there were some comments made here that really need clarification.

First of all, the administration has been very concerned about this issue. It has been a matter of much consideration. Attached to one of the documents that we forwarded to you is a directive from the Secretary of Commerce to me stating that he believes that the Census Bureau should do everything possible to make a decision before the end of the year on this issue of adjustment. He did, however, state that, on the advice of his General Counsel, that it was the belief that adjustment should not be done for the apportionment.

The Bureau has since—well, as far back as 1973, when it gave its final preferred estimate, and by the way, it listed five alternative estimates of the undercount—the Bureau put into place a plan to deal with the most pressing issue of the adjustment concern.

The Bureau has been in a position several times to be able to make an adjustment of the total population of this country. But that is not the number that is meaningful. The number that is meaningful is the allocation of those undercounted people to the municipalities that would then be affected by it.

In our budget for this census we presented to the Congress and justified to the Congress the need to do a series of studies and post-enumeration surveys which would allow us, if we are successful, to get a better estimate of a differential underenumeration below the national level and among classifications of people.

I think that is demonstration of our intent to deal with this issue as best we know how. In fact, we have presented to this committee and to the Congress the whole plan and how we expect to approach the decision on the adjustment. Because, as has been identified in the hearings that you have held, there are not only technical problems with this decision; there are value judgments that are widely diverse on this issue.

It is the Bureau's position that, before we make the decision to adjust or not to adjust, we will make available to all of those people affected by that decision the assumptions upon which we will make the decision and give people the opportunity to change our mind about those assumptions before we make the decision.

Mr. ROSENTHAL. In order to have an accurate census, will this adjustment be necessary?

Mr. BARABBA. Excuse me, sir?

Mr. ROSENTHAL. In order to have an accurate count of the population of the United States of America, is an adjustment necessary?

Mr. BARABBA. No. It depends on how good the quality of the count is and what our evaluation of it tell us. If, for example—

Mr. ROSENTHAL. Senator Moynihan testified that, in his judgment, as I understand him, taking into account the lawsuits that come into being, the integrity of this census will hang like a cloud over this country.

Mr. BARABBA. You asked me must it be done, I think. And I said no—

Mr. ROSENTHAL. Well, should it be done?

Mr. BARABBA. Well, we can't say that until we actually have an opportunity to evaluate the success of the enumeration. In other words, we cannot prejudge what we will do until we have the evidence in front of us.

Mr. ROSENTHAL. You know—

Mr. BARABBA. One of the reasons this institution has the reputation that some of your witnesses implied—

Mr. ROSENTHAL. Say that again?

Mr. BARABBA. I say, one of the reasons that we have a reputation for high integrity and professionalism and ability is because we try to get all the facts together before we make a decision.

Mr. ROSENTHAL. You said you have this proposal that you submitted to the Congress for finding the statistical evidence.

Mr. BARABBA. There is an item in our budget request that talked about—

Mr. ROSENTHAL. Has that been approved?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. So, everything is in place?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. What is the timetable on the use of these—

Mr. BARABBA. That particular study will not be available, the results of that will not be available for evaluation until toward the end, the fourth quarter of 1981.

Mr. ROSENTHAL. The apportionment will be based on what appears to me to be a less-than-accurate account.

Mr. BARABBA. That is possible, Yes, sir.

Mr. ROSENTHAL. And there is nothing we can do about it, according to you?

Mr. BARABBA. There is a lot that we could do about it. We could—I think Professor Hauser has stated that one of the options that is available virtually up to the last minute is to take our gross approximation of the underenumeration at the national level and whatever information you have at that point and to make the assumption that whatever happened, on the average, at the national level happened in every nook and cranny in this country.

Mr. ROSENTHAL. Are you going to do that?

Mr. BARABBA. That is an option that has not been precluded for allocation formulas.

But for apportionment? No. We believe the law, as it is written by the Congress in the interpretation of the Constitution, would preclude us from doing that.

Mr. ROSENTHAL. Do you have an opinion from the Attorney General of the United States as to the apportionment?

Mr. BARABBA. I do not know the answer to that question. We found the General Counsel of the Department of Commerce satisfactory for our actions.

Mr. ROSENTHAL. You found the General Counsel of the Department of Commerce satisfactory for your actions?

Mr. BARABBA. I would point out we do not have an Attorney General's opinion in that sense. But the Department of Justice is defending us in a lawsuit on that position that we have taken.

Mr. ROSENTHAL. How do you know that?

Mr. BARABBA. Because we are having a lawsuit going on.

Mr. ROSENTHAL. They are defending you. You do not know that they agree with that position.

Mr. BARABBA. That is correct.

Mr. ROSENTHAL. Do you think you could get an opinion from the Attorney General as to whether you have authority to adjust for apportionment?

The American Law Division, which has given us an opinion, says that you do have the authority.

Mr. BARABBA. The American Law Division?

Mr. ROSENTHAL. Of the Library of Congress. They have given us an opinion that you do have authority.

Will you ask the Department of Justice for an opinion?

Mr. BARABBA. I really should ask my General Counsel whether he would allow us to do that.

Mr. ROSENTHAL. Well, you don't think you want to ask the highest legal office of the United States on a matter of this consequence?

Mr. BARABBA. We are in the midst of a lawsuit at this point. I have been instructed on advice of counsel not to get into too many details on the discussion of the apportionment and the adjustment relative to it.

Mr. ROSENTHAL. Not to get too many details here today?

Mr. BARABBA. No. Not to talk about that particular issue because we are in the middle of a lawsuit.

Mr. ROSENTHAL. He told you not to do that because you are in a lawsuit?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. You are not in a criminal lawsuit, are you?

Mr. BARABBA. Civil lawsuit.

Mr. ROSENTHAL. It sounds absurd to me, that position.

Let me read this to you. We asked the Library of Congress to release a study for us. It was done for Senator Glenn's subcommittee. It is entitled "Legal Considerations in Census Bureau Use of Statistical Projection Techniques to Include Uncounted Individual for Purposes of Congressional Reapportionment."

It says as follows:

Therefore, one may conclude that notwithstanding the constitutional requirement for at least one Representative to be allocated to each State, the overriding purpose of Article I, Section 2 is to establish a system of equal representation for equal numbers of people, and it is in order to accomplish this goal, and to ensure fair representation, that a periodic census was mandated. Permitting the census to use statistical methods for increasing the accuracy of its count would increase its effectiveness in accomplishing its primary purpose, and would therefore seem to be constitutionally permissible.

[The study by the Library of Congress follows:]



Congressional Research Service
The Library of Congress

Washington, D.C. 20540

LEGAL CONSIDERATIONS IN CENSUS BUREAU USE OF STATISTICAL
PROJECTION TECHNIQUES TO INCLUDE UNCOUNTED INDIVIDUALS
FOR PURPOSES OF CONGRESSIONAL REAPPORTIONMENT

THIS PAPER WAS ORIGINALLY PREPARED BY THE CONGRESSIONAL RESEARCH SERVICE AT THE REQUEST OF THE SUBCOMMITTEE ON ENERGY, NUCLEAR PROLIFERATION AND FEDERAL SERVICES (HON. JOHN GLENN, CHAIRMAN) OF THE SENATE COMMITTEE ON GOVERNMENTAL AFFAIRS, FOR USE AS A CHAPTER IN A COMMITTEE PRINT. IT IS BEING RELEASED AT THIS TIME THROUGH THE COURTESY OF THE SUBCOMMITTEE AND SENATOR GLENN. HOWEVER, IT DOES NOT NECESSARILY REFLECT THE VIEWS OF THE SUBCOMMITTEE, SENATOR GLENN, OR ANY OTHER MEMBER OF THE GOVERNMENTAL AFFAIRS COMMITTEE.

Raymond Natter
Legislative Attorney
American Law Division
March 27, 1980

CES-71

CHAPTER THREE

LEGAL CONSIDERATIONS IN CENSUS BUREAU USE OF STATISTICAL
PROJECTION TECHNIQUES TO INCLUDE UNCOUNTED INDIVIDUALS
FOR PURPOSES OF CONGRESSIONAL REAPPORTIONMENTINTRODUCTION

On April 1, 1980, the Department of Commerce, acting through the Bureau of the Census, began its decennial census of the population of the United States. In the preceding chapters we saw that in the past, these enumerations have been criticized on the ground that they failed to count large numbers of individuals, especially members of minority groups and illegal aliens. In response to this criticism, the question has arisen as to whether or not the Bureau of the Census may use statistical calculations and other demographic techniques in order to determine the number of people in each area who were not counted by more traditional census methods, and then adjust census figures for these areas in order to include these otherwise uncounted individuals.

This chapter examines the constitutional and statutory authority of the Bureau of the Census to use adjusted census figures for purpose of congressional reapportionment among the various States, and congressional redistricting within each State. For this purpose we assume that statistical projections will result in a more accurate determination of the population.

CLS-72

CONSTITUTIONAL CONSIDERATIONS

The constitutional basis for the census may be found in Article I, Section 2, Clause 3 of the United States Constitution which calls for an "actual Enumeration" of the population every ten years in such manner as Congress by law shall direct. The primary constitutional purpose for this enumeration is to provide the statistics necessary to fulfill the constitutional command to apportion representatives "among the several States according to their respective numbers, counting the whole number of persons in each State, excluding Indians not taxed." ^{63/}

The historical background of these constitutional provisions was discussed in the Supreme Court case of Wesberry v. Sanders, 376 U.S. 1 (1964). In this case the Court struck down as unconstitutional a State system for establishing congressional districts which tolerated great disparities in population among the districts. With regard to Article I, Section 2 of the Constitution, the Court concluded: ^{66/}

The debates at the Convention make at least one fact abundantly clear: that when the delegates agreed that the House should represent "people" they intended that in allocating Congressmen the number assigned to each State should be determined solely by the number of the State's inhabitants. The Constitution embodied Edmund Randolph's proposal for a periodic census to ensure "fair representation of the people," an idea endorsed by Mason as assuring that numbers of inhabitants should always be the measure of representation in the House of Representatives. The Convention also overwhelmingly agreed to a resolution offered by Randolph to base future apportionment squarely on numbers and to delete any reference to wealth. And the delegates defeated a motion made by Elbridge Gerry to limit the number of Representatives from newer Western States so that it would never exceed the number from the original States.

^{63/} U.S. Const. art. 1 § 2, cl. 3 as modified by the 14th Amendment.

^{66/} 376 U.S. at 13, 17.

CRS-73

It would defeat the principle solemnly embodied in the Great Compromise—equal representation in the House for equal numbers of people—for us to hold that, within the States, legislatures may draw the lines of congressional districts in such a way as to give some voters a greater voice in choosing a Congressman than others. . . .

* * *

While it may not be possible to draw congressional districts with mathematical precision, that is no excuse for ignoring our Constitution's plain objective of making equal representation for equal numbers of people the fundamental goal for the House of Representatives. That is the high standard of justice and common sense which the Founders set for us.

Thus, it appears that the underlying constitutional purpose for the census was to determine, as accurately as possible, the number of inhabitants of each State, so that Representatives may be apportioned among and within the States "to ensure fair representation of the people" and to fulfill the "fundamental goal" of achieving equal representation for equal numbers of people. Therefore, it may be asserted that any procedure or method for determining the population which increases the accuracy of the enumeration is constitutionally justified, since it is the accuracy of this determination and not the method which is of primary constitutional significance. 67/

On the other hand, one may still argue that the language used in the Constitution speaks in terms of an "actual enumeration" and that therefore any method of counting which utilizes statistical projections instead of an actual

67/ This interpretation of the purpose of Article I, Section 2 is also supported by several more recent Supreme Court cases. For example, in White v. Weiser, 412 U.S. 783, 790 (1973), the Court stated: "The command of Art. I, § 2 that representatives be chosen 'by the People of the several States' . . . [permits] only those population variances among congressional districts that are unavoidable despite a good-faith effort to achieve absolute equality, or for which justification is shown." A similar statement is also found in the case of Mahan v. Howell, 410 U.S. 315 (1973).

GMS-74

count of the population is prohibited. However, several cases which have addressed this question have sanctioned the use of certain statistical projections, at least with regard to congressional redistricting within a State.

In the case of Kirkpatrick v. Preisler, 394 U.S. 324 (1969), the Supreme Court struck down a State redistricting plan which did not equalize the populations of each congressional district, based on the 1960 census, as nearly as practicable. One of the justifications offered by the State for the disparity between districts was the argument that the State legislature was simply attempting to take into account population changes which had occurred since the 1960 census. Although the Court rejected this argument in this particular case, it did indicate that the use of projected population figures was not, in itself, unconstitutional under Article I, Section 2 of the Constitution: 68/

Missouri also argues that population disparities between some of its congressional districts result from the legislature's attempt to take into account projected population shifts. We recognize that a congressional districting plan will usually be in effect for at least 10 years and 5 congressional elections. Situations may arise where substantial population shifts over such a period can be anticipated. Where these shifts can be predicted with a high degree of accuracy, States that are redistricting may properly consider them. By this we mean to open no avenue for subterfuge. Findings as to population trends must be thoroughly documented and applied throughout the State in a systematic, not ad hoc, manner. Missouri's attempted justification of the 3 substantial under population in the Fourth and Sixth Districts falls far short of this standard . . .

(emphasis added)

In addition to these comments, Justice Fortas, in a concurring opinion, made the following statement: 69/

68/ 394 U.S. at 335.

69/ *Ibid.*, at 337.

CRS-75

I agree that the state legislature should be required to make "a good-faith effort to achieve" a result that allocates the population or the residents of the State in roughly equal numbers to each district, based upon some orderly and objective method. In my view, the State could properly arrive at figures for current population by taking the latest census returns and making modifications to allow for population movements since the last census (which the Court seems to find acceptable). It could also, in my opinion, discount the census figures to take account of the presence of significant transient or nonresident population in particular areas (an adjustment as to which the court indicates doubt). 70/

Lower Federal courts have also sanctioned the use of population estimates for purposes of intrastate congressional redistricting. In Dixon v. Hoosier, 412 F. Supp. 1036 (U.D. Tenn. 1976), aff'd sub. nom. Republican Party of Shelby County v. Dixon, 429 U.S. 934 (1976), a three-judge District Court held that population estimates may be considered in establishing congressional districts if they are highly accurate and are accompanied by evidence sufficient to overcome the "presumptive correctness" of the head count upon which the 1970 Federal census was based. In making this determination, the court stated that the decennial census figures will be controlling unless there is "clear, cogent and convincing evidence" that they are no longer valid and that other figures are valid." 71/ Thus, although the court imposed a high burden of proof prior to allowing population estimates to be used, it did approve the use of such estimates in appropriate circumstances. A similar result was also reached in the case of Fann v. Fieemann, 279 F. Supp. 603 (D. Neb. 1967), where the district court held

70/ Justice Fortas was apparently referring to a statement by the Court that distribution of congressional seats may have to be based upon total population, without being reduced to take into account nonresidents. There is no indication in the majority opinion that the Court would object to a readjustment of census figures in order to add transients or other individuals not actually counted.

71/ 412 F. Supp. at 1040.

that population estimates produced by an impartial university could be considered in determining the propriety of congressional redistricting. ^{72/}

Based on these cases it appears that it is constitutionally permissible to use population projections and other statistical techniques to adjust census figures for purposes of intrastate congressional redistricting, provided of course that these techniques are highly accurate and reliable. And since the underlying purpose of Article I, Section 2, equal representation for equal numbers of people, is the basic rationale for both reapportionment among the States and redistricting of congressional seats within each State, one may also argue that accurate statistical techniques may also be constitutionally used for reapportionment among the States.

On the other hand it should be noted that it is only reapportionment among the States which is constitutionally required to be based upon the census, and therefore cases involving the use of statistics for redistricting within a State are not precisely on point. In addition, one may argue that the equal representation standard does not apply to State apportionment since the Constitution contains an inherent deviation from the equal representation standard with regard to the State allotment of Representatives, each State being entitled to at least one congressman, no matter how small its population. However, this minimum requirement may be construed as an exception to the general principle of equal

^{72/} But see *Grille v. Branigin*, 284 F. Supp. 176 (S.D. Ind. 1968), *aff'd. per curiam sub. nom. Branigin v. Duddleston*, 391 U.S. 364 (1968) where a three-judge District Court held that the correct basis for the apportionment of State congressional districts was the Federal decennial census, despite the fact that the census figures may be outdated. However, the court indicated that its decision in this regard was based on considerations of political stability rather than constitutional restrictions.

CRS-77

representation for equal numbers of people, which the Supreme Court has clearly held to be the "fundamental goal for the House of Representatives." Therefore, one may conclude that notwithstanding the constitutional requirement for at least one Representative to be allocated to each State, the overriding purpose of Article I, Section 2 is to establish a system of equal representation for equal numbers of people, and it is in order to accomplish this goal, and to ensure fair representation, that a periodic census was mandated. Permitting the census to use statistical methods for increasing the accuracy of its count would increase its effectiveness in accomplishing its primary purpose, and would therefore seem to be constitutionally permissible.

In addition to these points, it may also be contended that the issue of whether or not the Bureau of the Census may use statistical projections for determining the population really goes to the method to be used by the Bureau in making its enumeration and that under the Constitution this is within the discretion of the Congress.

CRS-78

DISCRETION IN UTILIZING ENUMERATION PROCEDURES

As noted previously, the Constitution states that the census shall be conducted "in such Manner as . . . [Congress] shall by Law direct." Thus, it is within the discretion of the Congress, or if the authority is delegated to the Bureau, it is within the discretion of the Bureau, to determine the precise procedures to be utilized for enumerating the population. The use of statistical projections and demographic studies is arguably one of the possible procedures which the Bureau may utilize if authorized by Congress.

Support for this position may be found in the case of Quon v. Stans, 309 F. Supp. 604 (N.D. Ca. 1970). In this case suit was brought against the Bureau of the Census challenging the basic method of enumeration which was to be used for the 1970 decennial census — mailing questionnaires to residents and relying on them to mail back the completed forms to the Bureau. The plaintiffs in this case argued that this procedure would result in an undercount of non-English speaking Chinese residents which would then result in less Federal assistance and under-representation in Congress. The court, in rejecting this argument, made the following comments: 73/

The court notes that the method, as opposed to the fact, of enumeration under the census is but a procedure and as such is within the discretion of the Bureau of the Census. See 41 Ops. Att'y. Gen. 31, 33 (Aug. 26, 1949).... The Director of the Census has exercised that discretion and has done so in a manner not irrational, arbitrary, or capricious. It was his judgment that the method proposed to be used for enumeration was that best fitted to the needs of the 1970 census and all indications are that the method will in fact insure that plaintiffs are counted. The court finds the Director's judgment to have been properly exercised and will therefore not interfere.

73/ 309 F. Supp. at 607.

A similar result was reached in the case of Borough of Bethel Park v. Stans, 449 F.2d 575 (3rd Cir. 1971). Here the Court of Appeals considered a challenge to Bureau of the Census procedures whereby college students, members of the Armed Services, and prison inmates were enumerated as inhabitants of the States in which they were presently located, and not in the States which these individuals may have considered their legal place of residence. The court rejected the contention that such procedures violated Article I, Section 2 of the Constitution, noting that "... formulation of the procedures to be used in taking the Federal census is a matter exclusively covered by the authority of Congress. . . ." 74/

Finally, the Attorney General opinion, referred to by the District Court in Quon v. Stans, should also be noted. In this opinion, 41 Ops. Atty. Gen 31 (Aug. 24, 1949), the Attorney General responded to an inquiry by the Secretary of Commerce as to the propriety of certain procedures to be used by the Bureau of the Census with regard to enumerating inhabitants of the United States who were abroad at the date of the enumeration. The Attorney General responded:

The Constitution provides the basis for the decennial censuses, but does not specify the details of their administration. . . .

* * *

3

The statutes governing the decennial censuses have uniformly left the actual administration of a great number of necessary details to the judgment and discretion of the Director of the Census. They charge the Director "to superintend and direct the taking of censuses of the United States. . . ." They have vested in him broad discretion, with the approval of the Secretary of Com-

74/ 449 F.2d at 580.

C23-80

merca, as to the "number, form, and subdivision of the inquiries in the schedules used to take the census. . . ." Innumerable problems not unlike the one here in question, which have not been dealt with in the statutes, obviously arise frequently in the taking of censuses. Decisions on such matters have, historically, been made by the Director of the Census, and the Congress has through the years acquiesced in this practice. 73/

Based on these authorities, one may make a strong argument that the decision to use statistical projections or other demographic techniques concerns the method of taking the census, and as such, it is within the discretion of Congress to either provide authority to the Bureau to use such methods, or to restrict the use of such techniques. Therefore, we must now examine the statutory authority of the Bureau in order to determine if they were given any specific direction by Congress as to the method to be used in taking the 1980 census.

73/ 41 Ops. Atty. Gen. at 32, 33.

CPS-81

STATUTORY AUTHORITY OF THE BUREAU

Section 141 of Title 13, United States Code, grants to the Secretary of Commerce, and through him the Bureau of the Census, the general authority to conduct the decennial censuses. This section states:

- (a) The Secretary shall, in the year 1980 and every 10 years thereafter, take a decennial census of population as of the first day of April of such year, which date shall be known as the "decennial census date", in such form and content as he may determine, including the use of sampling procedures and special surveys. In connection with any such census, the Secretary is authorized to obtain such other census information as necessary.

(emphasis added)

The underlined phrase in Section 141 was added to the provision in 1976 by Public Law 94-521. However, this Public Law also amended Section 193 of Title 13, to provide:

Except for the determination of population for purposes of apportionment of Representatives in Congress among the several States, the Secretary shall, if he considers it feasible, authorize the use of the statistical method known as "sampling" in carrying out the provisions of this title.

Thus, Congress has expressly authorized the Bureau to use sampling procedures and special surveys for all census purposes, except for the apportionment of representatives among the several States. The legislative history of Public Law 94-521 supports this conclusion.

The predecessor bills to Public Law 94-521 were H.R. 11337 in the House and S. 3688 in the Senate. The House report accompanying H.R. 11337 states that 76/

76/ U.S. Congress. Committee on Post Office and Civil Service. Mid-Decade Census. Report to Accompany H.R. 11337. House Report No. 94-944, 94th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1976. p. 2.

CNS-81

"The bill . . . directs the Secretary of Commerce to use sampling methods rather than complete enumeration whenever feasible. . . ." The Senate report contains a similar statement 77/ with regard to the amendment to Section 141, and then adds: 78/

Section 10 amends section 195 of title 13, U.S.C., to require that the Secretary of Commerce authorize the use of sampling procedures in carrying out the provisions of this title whenever he deems it feasible, except in the apportionment of the U.S. House of Representatives. . . . The section as amended strengthens congressional intent that, whenever possible, sampling shall be used.

The House Conference report 79/ contains a statement similar to those found in the House and Senate reports. Therefore, strong evidence exists for the proposition that Congress intended to authorize and encourage the Bureau of the Census to use sampling techniques for all decennial census purposes, except for the apportionment of Representatives among the several States.

However, it should be noted that "sampling" is only one method of estimating population statistics, and methods which do not rely on samples but which instead project population estimates through the use of other statistics are also available. In fact, in a report to the House Committee on Post Office and Civil

77/ U.S. Congress. Senate. Committee on Post Office and Civil Service. Mid-Decade Census. Report to Accompany S. 3688. Senate Report No. 94-1256, 94th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1976. p. 1, 4.

78/ Ibid., p. 6.

79/ U.S. Congress. Conference Committee, 1976. Mid-Decade Census. Conference Report to Accompany H.R. 11337. House Report No. 94-1719, 94th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1976. p. 13.

CRS-83

Service ^{80/} the Comptroller General of the United States explained that the Bureau of the Census was in the process of developing different methods for estimating or allocating population, only one of which utilized the technique of sampling. ^{81/} However, this report also points out that the methods not utilizing samples were considered experimental or of questionable reliability. Alternative methods to "sampling" were also described in hearings before the Senate Committee on Post Office and Civil Service by Daniel Levine, Associate Director of the Census Bureau for Demographic Fields. ^{82/} Thus, one may argue that the Congress was aware of several methods of estimating population, and, by only prohibiting the use of "sampling" techniques for purposes of congressional reapportionment, it did not intend to restrict the use of other methods of estimating population. On the other hand, one may take the position that since Congress was advised that the other methods of population estimation were, at the time of passage of Public Law 94-521, only in the developmental stage, Congress did not consider them as feasible alternatives to sampling, and did not intend to sanction these procedures for purposes of apportionment. This argument is buttressed by the fact that Congress was informed that these alternative meth-

^{80/} U.S. General Accounting Office. Programs to Reduce the Decennial Census Undercount; Report to the House Committee on Post Office and Civil Service by the Comptroller General of the United States. GGD-76-72, May 5, 1976. Washington, 1976.

^{81/} Ibid., p. 21. Chapter 3. The methods discussed are "dual system estimation," "demographic analysis," and "regression and synthetic techniques." Only the first method requires the use of samples. The other methods rely on such factors as recorded births, deaths, and immigration statistics.

^{82/} U.S. Congress. Senate. Committee on Post Office and Civil Service. Subcommittee on Census and Statistics. Mid-Decade Census Legislation. Hearings on S. 3688 and H.R. 11337, 94th Cong., 2d Sess., July 29, 1976. Washington, U.S. Govt. Print. Off., 1976. p. 39-69. (Mr. Levine is currently serving as Deputy Director of the Bureau.)

CRS-84

ods were considered probably less, and certainly no more accurate than sampling, and therefore it would be logically inconsistent for Congress to prohibit sampling for purposes of reapportionment, but at the same time to permit the use of other techniques whose reliability had not yet been determined. ^{83/} Therefore, one may conclude that Congress was using the term "sampling" in a generic sense to mean all methods of estimating the population other than actual enumeration.

In addition to this argument, one may also point to the fact that when Section 195 was originally enacted, in 1957, Section 141 did not authorize "sampling" or "special surveys," and an actual enumeration was required for all purposes. The original version of Section 195 which was only slightly modified by Public Law 94-521, authorized the use of sampling for certain purposes, but did not authorize sampling, or any other method of estimating population, for purposes of apportionment. Therefore, one may reason that the language used in Section 195 should not be construed to authorize the Bureau to use techniques other than sampling for this purpose, since the original effect of the language used in Section 195, and the intent of Congress, was to require an actual enumeration for apportionment purposes. This position is supported by the legislative history of the original version of Section 195.

As originally enacted by Public Law 85-207, Section 195 provided:

Except for the determination of population for apportionment purposes, the Secretary may, where he deems it appropriate, authorize the use of the statistical method known as "sampling" in carrying out the provisions of this title.

^{83/} Although statisticians may disagree with the statements contained in the C.A.O. report or presented to Congress in the hearings, it is what Congress was advised in 1975 and 1976 which is legally relevant in determining congressional intent, and not what present day demographic experts believe is the more reliable method.

CRS-85

The House report associated with this legislation states: 84/

Section 195 provides that the Secretary of Commerce may authorize the use of the statistical method known as sampling in carrying out the purposes of title 13, if he deems it appropriate. However, section 195 does not authorize the use of sampling procedures in connection with apportionment of Representatives.

The purpose of section 195 in authorizing the use of sampling procedures is to permit the utilization of something less than a complete enumeration, as implied by the word "census," when efficient and accurate coverage may be affected through a sample survey. Accordingly, except with respect to apportionment, the Secretary of Commerce may use sampling procedures when he deems it advantageous to do so.

Further elaboration of congressional intent may be found in the hearings held by the House Committee on Post Office and Civil Service in connection with this legislation. 85/ At these hearings Representative Beckworth explained that the bill under consideration was introduced at the request of the Secretary of Commerce. Representative Beckworth then submitted into the record a statement by the Secretary explaining the bill. This statement explained the purpose of the proposed new Section 195 as follows: 86/

The use of sampling procedures would be authorized by the proposed new section 195. It has generally been held that the term "census" implies a complete enumeration. Experience has shown that some of the information which is desired in connection with a census could be secured efficiently through a sample survey which is conducted concurrently with the complete enumeration of other items; that in some in-

84/ U.S. Congress. House. Committee on Post Office and Civil Service. Revision of Census Law. Report to Accompany H.R. 7911. House Report No. 1043, 85th Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1957. p. 10.

85/ U.S. Congress. House. Committee on Post Office and Civil Service. Amendment of Title 13, United States Code, Relating to Census. Hearing on H.R. 7911, 85th Cong., 1st Sess., June 19, 1957. Washington, U.S. Govt. Print. Off., 1957.

86/ Ibid., p. 7.

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stances a portion of the universe to be included might be efficiently covered on a sample rather than a complete basis and that under some circumstances a sample enumeration or a sample census might be substituted for a full census to the advantage of the Government. This section... would give recognition to these facts and provide the necessary authority to the Secretary to permit the use of sampling when he believes that it would be advantageous to do so.

Thus, it appears that when Section 193 was originally enacted, the Department of Commerce took the position that an actual enumeration was required for all decennial census purposes. Section 193 was enacted in order to relieve this restriction for purposes other than apportionment by sanctioning the use of sampling when appropriate. There was no need to mention other forms of estimating population since this section was making an exception to the general requirement of an actual enumeration only for sampling. Therefore, one may conclude that Section 193 was not intended to sanction the use of methods of estimating population other than "sampling," and did not intend to permit the use of this method for purposes of apportionment. Since the amendments to this section made by Public Law 94-521 basically retained the wording of Section 193 as originally enacted, and since the legislative history of Public Law 94-521 does not indicate any intent to change the purposes of Section 193 with regard to this subject, one may conclude that Section 193 should not be construed as authorizing the use of any population estimation techniques for purposes of apportioning Representatives among the States.

CRS-87

CONCLUSION

The Bureau of the Census, in order to make the 1980 census determination as accurate as possible, is considering using statistical calculations and other demographic techniques to adjust the census figures used for purposes other than apportionment. The Supreme Court has held that the underlying purpose of Article I, Section 2 of the Constitution is to provide as nearly as practicable, equal representation for equal numbers of people. The purpose of the census, according to the Court, is to provide the basis for apportioning Representatives among the States and to "ensure fair representation." Although one may argue that the Constitution calls for an "actual Enumeration," and that this requires an actual head count of the population, a more logical position may be made that any technique used by the Bureau of the Census which results in a more accurate determination of the population would be constitutional, since it is the accuracy of the count, and not the particular method of the count, which appears to be the primary or underlying purpose of the constitutional provision. Further, the courts have explicitly approved the use of accurate statistical population projections for purposes of redistricting of congressional districts within a State, which appears to be an analogous situation. Finally, the Constitution itself states that Congress, by law, shall direct the manner in which the census enumeration is to be conducted. Since the use of statistical or demographic projections appears to concern the manner in which the enumeration is conducted, a strong case may be made that the propriety of this type of procedure is left to the discretion of the Congress. It therefore becomes a question of statutory authority.

Section 141 of Title 13, United States Code, specifically provides that the Secretary of Commerce may use sampling procedures and special surveys in conducting the decennial census. However, Section 195 of Title 13 provides that sampling techniques may not be used for purposes of apportionment of Representatives among the States. And although there are techniques other than sampling available to the Bureau of the Census for estimating population, an analysis of the legislative history of Section 195 indicates that it was intended to prohibit use of any technique other than an actual enumeration for purposes of apportionment. We therefore conclude that although the use of demographic estimates for purposes of apportionment of Representatives among the States may not be constitutionally prohibited, it is prohibited by Section 195 of Title 13. However, statutory authority does appear to exist for the use of estimates based on sampling for all other purposes of the decennial census, including the redistricting of Representatives within States.

The degree of latitude allowed to the Bureau of the Census in adjusting census results may not only depend upon the impact of such procedures upon the reapportionment. Congress may also want to consider the likely impact upon the other uses of census data. Most prominent among these uses is their role in determining the amounts of money to be distributed by the Federal government under various formula grant programs. The next chapter reviews the impact that census data have upon these programs and considers possible ways adjustment might affect the money received by the States and local governments.

Mr. ROSENTHAL. It serves no useful purpose for you and I to get into interpretation of the Constitution because neither one of us is well grounded in that area; certainly I am not. But I do think it would be appropriate for you to ask the Attorney General of the United States for an opinion. We, too, should ask the Attorney General of the United States for an opinion, which may be useful to you.

I would hesitate—I know the legal counsel for the Secretary of Commerce, and they are very, very distinguished folks. But on a matter of this enormous importance that will affect the representation in this Congress for 10 years, I think both of us ought to exhaust every opportunity to effectuate a fair and accurate census count to be used in reapportionment.

I myself feel it is as important to have an accurate count for reapportionment as it is for the doling out of Federal dollars. People may have different points of view, but that is mine.

Mr. BARABBA. There were two parts I was going to give you to answer your question, "Would we adjust the count?" One was the legal one. The other one is the professional one.

We are going to be faced with one of these very difficult decisions of trading off timeliness utility for accuracy utility.

Mr. ROSENTHAL. That is the crux of the problem.

Mr. BARABBA. We have in place what we believe to be a pretty solid—and I believe, having served in both the private and the public sector—it has to be the most sophisticated review process and evaluation that you could possibly put together.

You just cannot start the evaluation until you finish the census. It takes time to do that.

Professor Hauser said that everybody in the room would agree with him that, if you knew you could get closer to the truth by adjustment, you would do it. I share that with him fully. But you have to answer the question, how close can you come to the truth for a geographic distribution of the count below the national level?

It is our belief that, if we are allowed to finish our program as it has been designed, we would come closer to the truth in 1981 than we would in 1980.

Mr. ROSENTHAL. Is timeliness impinging on accuracy?

Mr. BARABBA. On this adjustment issue?

Mr. ROSENTHAL. On any issue. On the accuracy of the census.

Mr. BARABBA. Timeliness always impinges on accuracy.

Mr. ROSENTHAL. Have you got yourself into a time box that you sort of cannot get out of?

Mr. BARABBA. Not relative to the count.

Mr. ROSENTHAL. Relative to what?

Mr. BARABBA. Well, whether we get all the detailed characteristics and everything published on the dates that we have scheduled it to be published. But we have not faced the time bind yet.

Mr. ROSENTHAL. Do you expect to?

Mr. BARABBA. No. You see, after you deliver the count on December 31—

Mr. ROSENTHAL. To the President?

Mr. BARABBA. Yes.

And then also deliver the counts to the States before April 1, there are no longer any legal mandates that say it has to be delivered by a

certain time. Then you run into the yelling and screaming of users who want the information. We have not done anything so far that would affect the quality of the count. Now, the characteristics, we are still working on that.

Mr. ROSENTHAL. Mr. Leach?

Mr. LEACH. Thank you, Mr. Chairman.

I would first like to say that I talked with Congressman Horton this morning. He wanted to be here to introduce you, Mr. Barabba. He has nothing but the highest personal regard. Having worked with your office for 3 years, I personally share that.

In all of our deliberations—and I think probably every decade this type of hearing occurs—the key is perspective. Obviously, problems exist in every census. But it strikes me that this census, by way of perspective, has done a better job in public service advertising by a quantum magnitude than any census in our history. It has employed better techniques. It has experience based on better and continuing scholarship.

The amazing thing is not that criticism exists but that the criticism has not been louder.

The best statistical experts in the United States of America agree that the 25 congressional districts with the lowest population all exist in urban areas. People have been migrating. It is a fact of life.

If we look at this issue of timeliness which has been raised, in an age of trends it might work to the disadvantage of areas where the trends are going backward rather than forward.

For example, right now it is a fact of political life that urban areas are overrepresented, not underrepresented even though in 1970, based upon the Bureau's analysis there was a larger undercount in some urban areas and other places in the country, although even a larger undercount in some of the rural areas of the South.

In my judgment, it is not a matter of equity to protect the status quo. When we talk about equity, that is the issue at stake. It is a matter of equity to have an honest count.

I would, with great apprehension, look at the issue of doing adjustments for apportionment at this time partly because they do carry the seeds of political manipulation.

I might also stress that, if one looks at just another type of statistics, public opinion polls, for those that are interested in protecting the status quo, we should realize the administration that may be working with the statistics may not be a Democratic administration.

Finally, I would just like to also stress that, as someone who has been overlooking your shoulders for a long time and perhaps has had the most paranoid view of any Member of Congress about the census and how it is proceeding, in my judgment at this time you have done an outstanding job. Delays have occurred but I am amazed where you are at.

From all the discussions with your people, it is absolutely amazing that you are as far along as you are and amazing that the analysis has been as good as it is.

I would just like to thank you; for having the world's hardest job, you have done a good one. Thank you.

Mr. BARABBA. Thank you very much, Mr. Leach. There are a couple of people in the room from the Bureau who deserve a lot more of that praise, I can assure you.

Mr. ROSENTHAL. Is there anything else you wanted to say? I wanted to call the General Accounting Office before we adjourn.

Mr. BARABBA. I would appreciate the opportunity, Mr. Rosenthal, to have a chance to review the testimony that was given and to provide you some documentation as to where we think some of those allegations might have been overstated.

Mr. ROSENTHAL. Have you read the testimony or seen the testimony of the General Accounting Office?

Mr. BARABBA. No, sir, we have not.

Mr. ROSENTHAL. I am told that you had a response to this.

Mr. BARABBA. You mean that report? Yes; we have seen the report. I thought you meant GAO's testimony today.

We have given you our response to the first report.

Mr. ROSENTHAL. Were they critical of your operation?

Mr. BARABBA. Yes, sir.

Mr. ROSENTHAL. What were your views on their criticism?

Mr. BARABBA. We corrected some of their criticism, and I think we have tried to deal with some of the——

Mr. ROSENTHAL. Why don't you stay there and Mr. Anderson can come up?

[Mr. Barabba's prepared statement follows:]

Testimony by
Vincent P. Barabba, Director
Bureau of the Census
Before the
Subcommittee on Commerce, Consumer, and Monetary Affairs
Committee on Government Operations
Washington, D.C.
July 31, 1980

Mr. Chairman, I am happy to have this chance to bring the Committee up to date on the status of the 1980 Census. Since my last appearance before you on March 18 of this year, the census has formally gotten under way and I think we have a good deal to report. More than 86 million forms have been mailed, hundreds of thousands of temporary workers have been recruited and trained, and offices are functioning across the nation.

I have attached to this testimony a number of tables setting forth, in some detail, the material requested by the Subcommittee. As you examine some of the attachments, you will find references to various operations being completed several weeks after a target date. These dates are target dates and not expected dates of completion. Obviously when target dates are established, they represent an average expectation. Accordingly, flexibility is built into the overall framework in the recognition that each operation in each of the 409 offices will not occur exactly on schedule. More importantly, planning targets are absolutely essential to the massive logistics of the census operations, especially when several hundred thousand employees are involved. Without such targets, the whole discipline of striving to finish an operation rapidly, as well as accurately, would be completely lost. Completing an operation later than targeted does not represent a failure of planning. I should like, in the course of this brief testimony, to simply hit the highlights of where we are at the present time.

I am particularly pleased with the opportunity to address you because at our last hearing a number of allegations and dire predictions about the outcome of the 1980 Census were made by the mayors of Atlanta, Georgia, and Phoenix, Arizona. I think that the record of where we are at the present time directly relates to the concerns expressed by them.

First, a good deal of time was spent discussing local review and the charge was made that the Bureau had "broken its promise" to the mayors of cities across the land by the elimination of its pre-census local review program. While I pointed out in March that this had been necessitated by both delays within the Bureau and as the result of court actions that had held up certain processing, the mayors felt that the modified local review program -- taking place as it did in the middle of the census procedures -- did not provide adequate time for them to review our findings. Particularly, attention was directed to the 10-day period in which cities had an opportunity to review local estimates against initial counts generated by the census.

While I sought, in my testimony, to indicate that the 10-day period consisted of the review alone and not of the actual reconciliation of differences between local and census figures, I believe this point got lost in the shuffle. Local review has been going on since early May. First, maps and copies of the format to be used in providing the working level numbers were sent to 39,000 jurisdictions around the country giving them almost 6 weeks to get their own estimates together in a manner compatible with the way data would be supplied

by the Bureau of the Census. Commencing in mid-June and on a flow basis, the working level counts for housing units and population were sent to local officials in order to allow them to compare these figures with those figures generated by their own experts. This, as anticipated, would take approximately 10 working days - the so-called "10-day period" that seemed so much in contention at our last hearing. What appears to have been overlooked, however, was that because additional phases of the census were under way, we anticipate anywhere from 3 to 6 weeks of keeping our local offices open and having personnel on the scene to work with the local officials to reconcile differences between the two sets of figures. This process, to the best of my knowledge, has been working very effectively around the country. Obviously, some localities are disappointed in the fact that anticipated growth did not take place or, in many cases, an actual loss of population occurred. We can understand this disappointment, but we believe the program we have set in place allows maximum time to work together where factual disagreements with regard to our numbers exist. Where it is simply a question of a local official "hoping" for more people or "knowing" that additional bodies exist we, of course, will require more evidence. But, in general, the system is working well.

With regard to the two mayors who testified at the last hearing, the most recent reports from Atlanta indicate that the system is working quite well, as expected. As part of its review, Atlanta has provided us with a detailed set of counts of residential utility data for comparison with the preliminary housing unit and household counts the Census provided to the local offices. Overall, it seems to us that the final count will be in close agreement with the evidence provided by

Atlanta. At the moment, the gap between the utility data count provided by Atlanta and the local review figures from the census is mostly explained by units still to be enumerated. We are very confident that after we complete our field work for these units, the two sets of data will be in very close agreement. I might add, Mr. Chairman, that this most impressive work by the city of Atlanta took place within the 10-day review period we have been discussing.

In Phoenix, utilizing data from the water and sewer department, as well as aerial photography, Mayor Hance questioned our local review figures in 20 out of 839 enumeration districts or 2.4 percent of the total workload. We have already begun recanvassing these areas and see this as an example of how local review should work and why we view it as an improvement over 1970.

We were criticized back in March for failing to insure adequately that minority enumerators would be hired "in numbers commensurate to the work which must be done". Again, Mr. Chairman, I am happy to report that we have more than fulfilled our own self imposed affirmative action goals. One of the attachments I have submitted for the record indicates our hiring pattern for both supervisory and non-supervisory personnel and it seems clear from the record that we have surpassed - for the major groups within the population - the number of hirings as a percent of that group's population within society as a whole.

Obviously, Mr. Chairman, a program of the magnitude of the Decennial Census does not unfold and take place without problems. The query, I believe, is: was

planning adequate to anticipate certain problems and provide sufficient leeway to accommodate the unexpected and, at the same time, accomplish the goal that it sought to achieve. In this case, I am confident, we will achieve our goal -- namely, turning in the most accurate census ever taken in this country to the President by December 31, 1981. This will not have been achieved without problems. We know that there were delays and occasional foulups in the mail-out/mail-back system that we utilized. We do believe, however, that it was the most efficient from a cost standpoint and the most effective way to maintain quality control that has ever been utilized by the Census. Further, the planned follow-up procedures that we built into the program meant that regardless of the mail return rate -- which incidentally, at 86%, far surpassed our initial expectations -- would allow us to pick up through direct use of enumerators those households which either did not receive a form in the mail or, having received one, failed to return it. We are in the closing stages of this second phase at the present time and we believe things are going very well.

Hiring and personnel turnover continue to be problems for us in certain areas of the country. Again, however, I think a great deal of confusion surrounds the question of the impact of employment and personnel turnover on the results of the final count. Because employment problems were not uniform, there is no question that some offices will be able to close more quickly while others continue to move at a slower rate as a result of less than 100% employment figures. We have however, built sufficient time into the system so that these should have no serious impact on our ability to provide an accurate count and to transmit the results of that count to the President by December 31. Since we are able to process work on a flow basis, the lack of uniformity with

renard to employment rates in different areas of the country does not pose a threat to the overall taking of the census. In many areas where hiring was extremely difficult, we are now beginning to move in experienced census workers who, having completed work in their own areas, are now available to work beyond the borders of the district where they had originally been hired.

Both Mayor Jackson and Mayor Hance, as well as this Subcommittee and numerous Members of Congress, have expressed deep concern with regard to the question of adjusting our census numbers to reflect an undercount in the population. I should now like to turn to the subject.

As a first point, the Secretary of Commerce on the advice of the office of General Counsel has already made a decision that the Bureau should not adjust census figures for the apportionment of the House of Representatives. He has further directed that the decision on whether or not to adjust for the undercount for other purposes will be made by the Bureau by the end of calendar 1980.

We are going through a very careful and very open review of this issue before reaching a decision. The elements of the decisionmaking process are as follows: Initially the Secretary of Commerce requested that the National Academy of Sciences review the 1980 census data collection plans including the undercount adjustment issue. A special panel convened by the Academy met in 1978 and issued a report stating, among other things, that on balance an improvement in equity would be achieved through an adjustment, although it did not recommend a particular technique for adjustment. At the same time, the panel pointed out that the application of an adjustment methodology has some arbitrary features

and that the figures for some areas would be further from the correct population than the actual census count. The panel recommended that adjusted figures not be used for Congressional apportionment.

Next, the Census Bureau conducted a 3-day intensive workshop in September 1979 at which Bureau staff members attempted to surface all assumptions which could underlie the decision on whether providing a set of adjusted data is desirable and feasible. Technical and policy issues were identified and recommendations were made for additional information needed to make the final decisions.

Third, the Census Bureau hosted a Conference on Census Undercount in late February of this year. Attended by a diverse body of professionals from academia, business, Federal and local governments, and the legal community, the conference was successful in presenting research results and in eliciting opinions on a wide range of topics related to the undercount issue. A discussion of invited papers followed each presentation, thereby affording the Census Bureau staff insight into the concerns of individuals viewing undercount adjustment from differing perspectives.

Fourth, the Census Bureau has reproduced the papers presented and summaries of the discussions at the Undercount Conference. A copy of the proceedings of the conference is attached.

Fifth, the Census Bureau is identifying issues which need further analysis such as our ability to produce adjusted data, guidelines for deciding the issue and the possible legal consequences of providing adjusted data. Each topic will be the subject of an internal working paper to be completed by the end of the summer.

Sixth, in September the Bureau will conduct a final internal workshop to facilitate the concluding process of decisionmaking. The purpose of this activity is to integrate the issues which have surfaced and to reach a consensus as to a final set of critical assumptions which must underlie the ultimate decision.

Seventh, the findings of the workshop will be published and made available for public comment.

Eighth, by November/December of this year, based on all the information obtained through these preceding steps and most importantly, based on any preliminary assessment of census coverage, the Census Bureau will decide on whether or not adjusted data can or should be made available. If the decision is to provide, in addition to the decennial census count, a set of data adjusted for the estimated undercount, the question of when and how an adjustment is to be made will also be decided. I believe that however people may react to the decisions, they will be viewed as well-informed decisions.

This concludes my testimony, Mr. Chairman. I will be happy to respond to questions.

GAO REPORTS

Attached is our response to the GAO report on "Problems in Developing The 1980 Census Mail List".

The Bureau is currently studying the later GAO report on "Problems in Test Census Cause Concern For 1980 Census". Because of the late receipt of this document we are not in position to comment officially at this time.



UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233

OFFICE OF THE DIRECTOR

June 5, 1980

Honorable Elmer B. Staats
Comptroller General of the United States
U.S. General Accounting Office
Washington, D.C. 20548

Dear Mr. Staats:

The Bureau of the Census commends the staff members of the General Accounting Office on their diligence in preparation of the report to the Subcommittee on Census and Population on Problems in Developing the 1980 Census Mail List (GGD-80-50) dated March 31, 1980. The following are three general comments on the subject report.

1. The Bureau will be examining all aspects of the 1980 operations preparatory to creation of the mailing list to determine the best methodology for use in the next census. We certainly will explore the updating of the current list as opposed to the procurement of new address lists. It is very important to bear in mind that maintaining a mailing list over time is an unusually expensive operation. This would require budgeting on an annual basis, which, in the overall cost, may greatly increase the cost of the mailing list used for the decennial census. The list procured from commercial sources was purchased at a total of only \$775,000.
2. The report does not cover certain aspects of the work done by the Bureau in the preparation of the mailing lists for the advance post office check, e.g., efforts to improve the large areas by additional post office checks which ADV-Systems, Incorporated, apparently did not accomplish.
3. There appears to be an imbalance in the report in commending the U.S. Postal Service and faulting the Census Bureau when census problems occur at the U.S. Postal Service.

Our additional detailed comments are provided in the enclosure.

Sincerely,

VINCENT P. BARABBA
Director
Bureau of the Census

Enclosure

REPORT ON
PROBLEMS IN DEVELOPING THE
1980 CENSUS MAIL LIST

Additional Comments. The Bureau's additional comments refer to specific pages in the report.

Page 1

The Digest, second paragraph, last sentence states:

"Some actions were taken or are planned to overcome the problems but their effectiveness is largely unknown."

(Referring to the commercial mailing lists not being ideally suited for the Bureau's requirements.)

We have substantial data which indicate that the procedures to be used to update the commercial mailing lists are quite effective.

In pretests leading up to the 1970 census, in the 1970 census, and in pretests leading up to the 1980 census, numerous studies were conducted to evaluate the effectiveness of address list updates through the use of the post office, enumerator canvassing, list matching and merging, and mail respondents' reports. These studies have allowed us to identify those list update procedures that are efficient and effective, and which yield acceptable completeness of the final list. In addition, we have conducted postcensus evaluations of the final address lists and found these to be very complete. For example, the 1970 census address list in areas where we started with an incomplete commercial mailing list updated by various checks had a missed occupied unit rate of only about 1.3 percent. We believe this is substantially better coverage than we had been able to achieve in these areas in previous censuses.

Page 11

The comments on inadequate training and supervision of employees would be hard to quantify since there really is no objective standard by which to measure the adequacy of supervisors and training. Our belief is that most of the problems in the prelist activity were generated by the staff turnover. This turnover was partially due to the gasoline situation, especially in the spring and early summer, and because recruiting was done too far ahead of the work due to the delay in map delivery.

Page 111

Commercial lists for major urban areas

First paragraph. The statement "In areas where there was little demand for commercial mail lists, they had not been updated." is misleading. The frequency of address file updating is a variable for ZIP codes within any given area available from a commercial address supplier. As implied

in the report, lists used relatively little by a supplier were not updated as frequently as heavily used lists.

It is believed that most area lists had been updated at one time or another by the suppliers since the inception or acquisition of those lists, but some areas only in selected ZIP codes and some not as recent as would have been desired.

Last paragraph. "GAO recommends that the Bureau of the Census periodically update, rather than redevelop, the mail list for the major urban areas to meet future Bureau needs, such as the planned mid-decade census."

This recommendation could involve the Bureau in very major cost increases (with no commensurate quality increase) since the total cost was only \$775,000. Using a 10-year-old list could easily involve us in changed address records for more than 30 percent of the universe. Our experience indicates that the post office adds only two-thirds of the missed addresses. This would leave us under these assumed conditions with a 10-percent precavass pickup rate and the attendant problems in correcting address registers at this level of error. Periodic updating would jump the cost at least fourfold.

Although there is a high probability that some areas of the commercial mail list had not been updated, the vendors were required by their contract to do a postal update before turning these lists over to us.

Page iv

Implementation of quality control at the post office leads to situations where the same person does the work over with roughly the same error rate. Also, no quality control was actually done by the post office--only occurrence was issuance of the National Directive. Census observers in several post offices reported that in most cases the quality control was not performed during the casing check.

Page 4

Second paragraph. Delay in completion of the canvassing operation referred to in this paragraph was not the only reason for cancelling the advance post office check for rural and small area addresses. The most significant contributor was budgetary considerations at that time, which led to the Bureau's decision in early 1979, prior to start of prelisting, to eliminate that check. Similar misleading statements are on page 11, last paragraph and page 12, first paragraph.

Third paragraph. Reference is made to the inadequate training of canvassers in important aspects of their jobs. This is a very highly subjective conclusion and would be very difficult to quantify in any meaningful way. The Bureau requests GAO to document their statement indicating how they came to this conclusion.

Page 6

Poor quality maps. The Bureau is aware that difficulties were encountered with the maps. The general tone of this section would lead the reader to conclude that all the maps were of poor quality. On the contrary, we believe that most of the maps were quite acceptable for census purposes. Except in urbanized areas, where the Bureau prepares its own set of standardized maps and updates them with the assistance of local agencies, we rely almost exclusively on maps which exist at the State, county, and place level. Many of these maps are not current and the Bureau simply does not have the resources to update them.

It is impossible to accurately estimate the enumeration district (ED) size based on area and knowledge of population changes. To a large extent, the breakdown by ED is arbitrary within the estimates, for a larger area; e.g., county, village, etc.

Although, in some instances the map inadequacy delayed the keying of addresses on the computerized files, our computer edits successfully restored these addresses to the files. In those instances where these addresses could not be keyed into missing blocks, these addresses were not lost but were hand-added to the ED's and mailing packages were hand-addressed; thus, they were not lost from the mailing lists.

Page 7

Low production/high turnover. Analysis of the data from the prelist enumeration activities showed that the real problem was not the production rate but the number of hours worked per day. Thus, the statement that production was only about 50 percent of Bureau estimates is incorrect since the enumerators worked only 4 to 5 hours per day, therefore, giving an erroneous picture if daily production only is used.

Page 8

Insufficient training. The training was altered in September to include training on map reading and canvassing techniques. The phrase that training was not conducted by professional instructors leaves us with the impression that the GAO would recommend that we hire thousands of professional instructors to accomplish our census training. This is manifestly impossible with the temporary nature of the census operation.

Page 9

Performance of canvassing and listing checks not monitored. Bureau headquarters and regional staff always review operations that are being

performed in the field. The statement that the management plan to review prelist office operations did not develop until deficiencies in the address lists became apparent does not appear reasonable to us. Usually, our regional staff and headquarters monitor every operation that is going on in the field. The relative intensity, of course, is always determined by the adequacy of the work being performed.

Page 10

Third paragraph. Reference to average enumerator production if not calculated per hour (but for a day) may have been impacted by persons working short days and distorting this measure.

Page 12

Fifth paragraph. Postal carriers were not required to make corrections to the address labels on the questionnaires. Census Bureau/Postal Service instructions provided that delivery be made of incorrectly or insufficiently addressed pieces (other than house number) if the carrier identified the address location of the living quarters (occupied, vacant, or special place) for which delivery was intended without making corrections to the addresses on the labels.

The intent was to have postal carriers deliver questionnaires to all living quarters even though there may have been a deficiency in the address. When delivery was made in such circumstances and the respondent returned his/her questionnaire, a followup visit by our enumerator was eliminated. Also, this procedure minimized the possibility of overlooking a household in order to achieve complete enumeration.

Pages 16 and 17

Addresses are not complete enough. Apartment designations are infrequently missing; where not available the post office is required to supply these based on carriers' knowledge. By implication, the assumption is made that every apartment designation is missing from commercial lists (50 percent correction rate). This is not correct.

The reference to chapter 4, 25 percent improvement, is based on the Travis and Camden experience only--data for 1970 should be used.

Page 18

Fifth paragraph. We did a precanvass in all Tape Address Register Areas.

Page 22

Potential problem areas. At the top of the page there is a statement that the Bureau does not plan to monitor the precnavass operations. Actually what was done in the precnavass was to implement a quality control plan which guarantees a certain level of quality. Such a plan is much more likely to catch failures than random monitoring. Failure to meet quality control expectations resulted in a recanvass of the entire area.

Conclusions and Recommendation. The report seems to confuse changes due to the deficiencies in the list with added addresses which are due to new construction in urbanized areas. One of the purposes of the postal update is the need to cover new construction that might not be included in the commercial list.

This recommendation would involve the Bureau in repeated advanced post office check costs multiplied by the number of updates (with attendant wheel spinning) since the addresses change annually at a rate of 1,200,000 in city delivery areas; many changes are due to the expansion of city delivery service to new areas as these qualify by Postal Service standards.

Page 24

First paragraph. This paragraph should be clarified to state that the Census Bureau is interested in corrections, additions, or deletions in a residential mailing list.

Second paragraph. Advance post office check was completed in its entirety for city delivery addresses (commercial mailing list addresses).

Page 27

Methods of quality control. There is no possible quality control procedure (other than field checking-precnavass) to identify addresses missed by the carrier. The double "nixie" check is aimed at protecting the Bureau against deleted addresses which are actually good addresses. The Bureau's "nixie" check requires the postal carriers to review and delete undeliverable addresses before they are removed from the address list. Repeated tests have shown that roughly 25 percent of the "nixie" addresses are actually good addresses.

Third paragraph. The quality control procedure initiated by the Census Bureau provided for postal supervisors to record the total possible residential deliveries on each carrier route during the Advance Post Office Check of Address Cards. This residential delivery total was then compared to the total number of address cards (buff and blue) returned for each route and any large differences required explanation.

The Census Bureau/Postal Service Instructions for Postal Managers included "built-in" quality performance in processing address cards. These were:

1. Checking carriers' work prior to acceptance and shipping to our processing office. It was fundamental for the delivery unit manager to check each carrier route source document for the total number of possible residential deliveries (living quarters) since he/she was responsible for accountability of the address cards and their processing by the carriers (new cards added, cards corrected, etc.).
2. Advising postal managers of possible return of address cards for redoing incomplete work.
3. Alerting postal managers about the possibility of a request by the Census Bureau for a copy of Form 3948, Address Card Accountability. This, by itself, had a salutary effect on the supervisors to oversee carrier performance and thus achieve quality work.

Last paragraph (page 27) and first paragraph (page 28). Where a bulk (drop) mail delivery was made to a designated point and the owner arranged for distribution of mail to the tenants, this was a special place requiring one card and the carrier was not expected to give us the listing of all missing units receiving mail at that location. However, the carrier furnished missing addresses at a multiliving quarters location where he made delivery to the separate mailboxes of the tenants.

Postmaster/Supervisor Instructions Form D-710, Advance Post Office Check of Address Cards, were of sufficient detail for clarification and to fully understand the Census Bureau's requirements for reporting living quarters. We especially stressed various items for postal managers to be aware of in performance of their duties and in discussion with carriers. Please note pages 7, 8, and 9 of the attached Form D-710. Also, attached Form D-712, Postal Employee Instructions, included a definition for residential living quarters and mailing address and emphasized checking for missing addresses (pages 1 and 3). In view of the above, we are unable to reconcile where our instructions were inadequate causing some misunderstanding in the required reporting by postal managers.

Page 28

Bureau evaluation of Postal Service performance. Monitoring by supervisors was rejected because it was not effective in 1970 when it was used. Having a dependent check by supervisors for failures appears to be a waste of money because even where a failure route is identified, a recasing would not guarantee any improvement since the same carrier does it.

Attachments

1. Form D-710
2. Form D-712

March 1979

1980 DECENNIAL CENSUS
U.S. POSTAL SERVICE/U.S. DEPARTMENT OF COMMERCE
POSTAL EMPLOYEE INSTRUCTIONS

ADVANCE POST OFFICE CHECK OF ADDRESS CARDS, FORM D-700A (BUFF) PHASE I

A. GENERAL

1. Ask your supervisor for help if you do not understand any step within the instructions. Keep these instructions in your route book for convenient reference.
2. DO NOT make the address card check for Phase I at the time you perform your regularly assigned duties. Conduct the review on the date notified by your supervisor. DO NOT DELIVER ANY OF THE ADDRESS CARDS. Your supervisor will give you copies of Form D-700A (Buff), Address Card, and Form D-702 (Blue), Post Office Report of Missing Address, to acquaint you with the design and items on these forms.
3. See pages 3 and 4 for Form D-702 instructions. Note Item 8, Special Place detail.
4. Keep the census materials separate from other mail. Return all material to the location designated by your supervisor.
5. To assure a complete and accurate census address list, a Phase II (second) review of a small sample of address cards, Form D-700C (Yellow), is scheduled for a later date. This sampling will consist of all mailing addresses you marked as UNDELIVERABLE in Phase I plus some deliverable addresses on your route. Procedural instructions for this quality service check will be furnished you at the appropriate time.

B. RESIDENTIAL LIVING QUARTERS AND MAILING ADDRESS

1. An "occupied living quarters" consists of any place where people are living.
2. A "vacant living quarters" is an unoccupied house, apartment, trailer or mobile home, a residence above a business location, or other place where people could live.
3. A "mailing address" for census operations consists of house number and street name (including street type and direction prefix or suffix), city, State, ZIP code, and carrier route number. Where applicable, it will include also apartment (number, letter, or precise location within a multi-living quarters building), mobile home or trailer home designation, special place name, or descriptive location for two or more different structures (living quarters) with same house number and street name (including street type and direction prefix or suffix).

C. ADDRESS CARD CHECK PROCEDURE, FORM D-700A (BUFF) PHASE I**STEP 1: Casing Address Cards**

- a. Sort (case) the cards in sequence of delivery the same way you handle other mail for your route. If the card shows a residential address on your route which does not normally receive delivery service, such as an address for a residential post office boxholder, case the card in sequence as if you were going to deliver it to the address.
- b. Check the mailing address in Part 9 of each card for accuracy and completeness. See B.3 above. (This means that a census representative should be able to go straight to the door without difficulty.)
- c. As you are casing, set aside cards that you identify as: DELIVERABLE REQUIRING ADDRESS CORRECTION(S), DUPLICATE, MISSORT, BUSINESS ONLY, UNDELIVERABLE, INCORRECT HOUSE NUMBER, AND WRONG CARRIER ROUTE NUMBER.

STEP 2: Marking Address Cards Set Aside After Casing is Completed

- a. return missorts (addresses not on your route) promptly to your supervisor. (DO NOT mark any boxes.)
- b. mark Box 3 in Part A for deliverable addresses you identify for living quarters, either occupied, vacant, or for a special place, but the address information contains one or more errors (OTHER THAN HOUSE NUMBER OR CARRIER ROUTE NUMBER).

- (1) Draw a line through incorrect part of the address in Part A. Enter the correction(s) on the label, (except house number or carrier route number when it (route number) is the only error). Reverse the corrected address cards before placing them into the proper letter separations in your case. An example of correction to address on a card:

0399	93400	23409877
3011 BILMILB ~~BLVD~~ AD		
NEW YORK, NY 10001		

- (2) If the house number is wrong, observe the instructions in Step 2a.
(3) Incorrect Carrier Route Number:

- (a) If only the route number is incorrect for an address on your route, DO NOT mark any boxes and DO NOT make the correction on the address label; reverse the card before you case it.
(b) Should the address information contain an error(s) along with wrong route number, mark Box 3 and enter all corrections on the label, including route number change; reverse the card before casing it.

- (4) Should the special place name be omitted from the address where it is needed for delivery, do not add it to Part A, but enter the name in the space provided under Part A. Reverse the card before you case it.
(5) Do not overlook making unusual corrections on the label, such as:

- (a) entering the precise description of location of each apartment unit within a building having more than one living quarters when the label shows an apartment number or letter in the address and the apartments in the building are not so designated. Example: 1st floor, front; 2nd floor, southside; apartment in basement or in attic; etc.
(b) furnishing the description of location for two or more different structures (living quarters) having the same house number and street name (including street type and direction prefix or suffix). Example: front house, cottage at rear, apartment over garage near main house, etc.

- c. mark Box 4, Duplicate, in Part A in accordance with Step 2a. below.
d. mark Box 5, Business Only, in Part A if only a business exists there.
e. mark Box 7, Undeliverable, in Part A, giving reason in space provided for this entry under Box 7. Remember to mark Box 7 on cards with incorrect house numbers; complete Form D-701 (Blue) for each corrected house number and case it in route delivery sequence on your case.
f. continue to hold aside the address cards that you marked DUPLICATE, BUSINESS ONLY AND UNDELIVERABLE until you observe Step 6b.

STEP 3: Duplicate and Mixed Addresses

Check each letter separation on your case for:

- a. Duplicate cards.

If you find duplicate cards that were not set aside while casing the address cards for your route: keep one card in the case and withdraw the other card(s) for the same address; mark Box 4 in Part A on the withdrawn cards and place them with other duplicate cards for your route.

b. missed addresses.

Complete a Form D-702 (Blue) for any living quarters, occupied, vacant, or for a special place, that you have not received a Form D-700A (Buff). This includes completing a Form D-702 to provide the address location only for a residential post office boxholder on your route. DO NOT include his/her name or assigned box number. See instructions for preparing this blue form. Place Form(s) D-702 in proper delivery sequence in your case.

STEP 4: Withdrawal of Address Cards From the Case, Tying Cards Out, and Disposition of Bundled Cards

- a. Revisit and "chick out" how many residential buildings, occupied or vacant, you use each letter separation on your case for and how many living quarters there are in each of them to be certain of complete coverage. Do not overlook those living quarters (occupied or vacant) that you do not serve but see on your route line of travel. Then:
 1. go through your case systematically: (a) withdrawing the address cards which you reversed in the separations as instructed in Step 2b.(1), (3) and (4), keeping SEPARATE those cards with incorrect carrier route number only and (b) removing the blue Forms D-702 completed for corrected house numbers (Step 2c.) and for missed addresses (Step 2b.).
 2. withdraw the remaining cards in route delivery order.
- b. BUNDLING: (1) RAND TOGETHER THE SEPARATED CARDS WITH WRONG CARRIER ROUTE NUMBER ONLY; ATTACH TO THE TOP OF THIS STACK A SLIP OF PAPER AND MARK ON IT THE CORRECT ROUTE NUMBER. (2) SECURE, IN ONE BUNDLE, THE REMAINING CARDS WITH CORRECTIONS, BLUE CARDS, AND CARDS SET ASIDE EARLIER (DUPLICATE, MISSORTS IF SO IDENTIFIED BY YOUR SUPERVISOR AND GIVEN TO YOU, BUSINESS ONLY, INCORRECT HOUSE NUMBER AND OTHER UNDELIVERABLE CARDS ON WHICH YOU GAVE A REASON FOR SUCH ACTION). (3) PLACE THE TWO BUNDLES IN FRONT OF THE DELIVERABLE CARDS FOR YOUR ROUTE AND THEN SECURE THEM TOGETHER. DO NOT PREPARE A ROUTE IDENTIFICATION SHEET.
- c. Give the bundled address cards for the route to your supervisor.

D. RESIDENTIAL POST OFFICE BOX OR GENERAL DELIVERY SERVICE ADDRESS CARDS

There are no plans to furnish cards for checking addresses of residential post office boxholders or general delivery service customers. Should any such address cards be received, review is made by the appropriate employee having post office box or general delivery assignment, observing procedural Steps 1, 2, 3, and 4, as applicable. DO NOT complete Form D-702 (Blue) during this review operation.

INSTRUCTIONS FOR COMPLETING FORM D-702 (BLUE), POST OFFICE REPORT OF MISSING ADDRESS

1. Enter the house number. Example: 70, 1531/3, 4005B.
2. Enter street name and direction (if any). DO NOT abbreviate street name.
Example: N Elm (prefix direction and street name)
Maple SW (street name and suffix direction)
Disregard rural route and box number
3. Mark "X" to indicate street type. If "other" specify type such as Court, Drive, Circle, etc.
- 4, 5, and 6. Enter city name, two letter State abbreviation and 5-digit ZIP code.

Item 7 - Upper Part.

- . If only one housing unit is missing in a multiunit structure or at a trailer or mobile home (park or court), enter missing apartment number, letter, or precise location within the structure or trailer or mobile home designation.
- . When address cards are not received for two or more different structures (living quarters) having the same house number and street name, including street type and direction prefix or suffix, complete a separate card for each such missing living quarters and enter the descriptive location. Example: front house, cottage at rear, apartment over garage near main house, etc.

Item 7 - Lower Part. If there are two or more apartments (or trailers or mobile homes) missing, enter an "X" in the box and list the apartment or trailer or mobile home designations on the back of the card. Also, see Item 14.

Item 8. If the missing address provides special living arrangements for a group of people, fill one blue card for the address and enter the special place name. Special place includes:

- a. Rooming or boarding houses so indicated by a sign.
- b. Transient type places such as hotels, motels, YMCA's, YWCA's, tourist homes, missions, Salvation Army shelters.
- c. Places that provide care such as hospitals, homes, and schools for the handicapped, treatment centers or halfway houses for alcoholics, drug addicts, etc., rest homes, old age homes, orphanages, homes for unwed mothers. Any living and sleeping facilities for staff members in dormitories should be considered part of the special place and a separate blue card (Form B-702) must not be prepared for such living quarters.
- d. Places that provide custody such as jails, reformatories, detention homes, homes or schools for delinquents. Any living quarters for staff members should be considered part of the special place and preparation of a separate Form B-702 for such facilities is unnecessary.
- e. Schools or camps which provide facilities for staff or students to live and sleep at the place such as college dormitories, fraternity houses, and medical school dormitories.
- f. Places where people belonging to religious orders or organizations live and sleep such as convents, monasteries, retreats, seminaries.
- g. Military installations and Coast Guard stations.
- h. Workers' dormitories, including migratory workers' camps, such as labor houses, bunkhouses, logging camps.
- i. Apartment houses, mobile home or trailer parks and courts, or marinas receiving bulk delivery (drop) of mail to a designated point and the owner arranges for distribution of mail to the residents.

Items 9, 10, and 11. DISREGARD

Items 12 and 13. Enter your initials and route number (if applicable).

Reverse Side, Top Right. Enter card sequence and number of cards completed for the same basic street address.

Item 14. List the designations of all missing housing units (two or more) under the column APARTMENT, TRAILER, OR MOBILE HOME DESIGNATION at the same basic street address shown on front of this card (Items 1, 2, and 3). CIRCLE (TRAILER) WHEN LISTING MISSING UNITS AT A TRAILER OR MOBILE HOME COURT OR PARK. List each designation separately; do not use ranges. For example: list 1, 2, 3, 4, or A, B, C, D on separate lines rather than 1-4 or A-D on a single line. If an apartment number or letter is not on the door, describe location such as 1st floor, southside; apartment in basement or attic, etc. Use the back of a second or subsequent blue card, if necessary, completing Items 1 through 7 on the front of each one and then secure them together for the same basic street address.

March 1979

1980 DECENNIAL CENSUS
U.S. POSTAL SERVICE/U.S. DEPARTMENT OF COMMERCE
POSTMASTER/SUPERVISOR INSTRUCTIONS

ADVANCE POST OFFICE CHECK OF ADDRESS CARDS, FORM D-700A (BUFF)
AND FORM D-700C (YELLOW) PHASES I AND II

1. GENERAL

A. Reimbursement to U.S. Postal Service for Census Activities and Training

The U.S. Postal Service will assist the Bureau of the Census, Department of Commerce, in taking the 1980 Decennial Census of Population and Housing. It will be taken by mail throughout most of the United States. A unit cost has been established and the Bureau of the Census is reimbursing the Postal Service for this work. Overtime is authorized when necessary. Also, reimbursement will be made to the Postal Service for expenditures incurred in connection with training sessions of postal managers in census operations.

B. Meetings1. Census and Postal Officials with Management Sectional Center Managers

Census officials have coordinated with U.S. Postal Service Headquarters Officials and Regional Postmasters General arrangements to hold training sessions with (selected) managers in management sectional centers. The objective is to discuss extensively the participation of postal employees at designated city delivery post offices in the Advance Post Office Check of Address Cards, Form D-700A and Form D-700C, to clarify areas of possible misunderstanding and to answer questions. The reliability of the address card check program will determine to a great extent the success of the 1980 Mail-Out/Mail-Back Census.

2. Management Sectional Center Managers with Designated Sectional Center and Local Postal Managers

Management sectional center managers will hold meetings with designated sectional center and local managers of post offices in their areas of responsibility to achieve a better understanding of the importance of the address card check, to provide guidance and instructions, and to provide answers for any inquiries. Managers have discretion in arranging these meetings at a time and at places most convenient to local management.

3. Local Postal Managers with Designated Supervisors

Local postal managers, upon returning to their respective offices, will schedule a meeting(s) at a convenient time to guide and instruct designated supervisors about the upcoming census operation. The importance of the meeting(s) and instructions cannot be understated if we are to achieve a quality service review.

4. Briefing Local Craft Representatives

Local postal managers should arrange to brief local representatives of the crafts involved before employees are given training on census operations.

C. Postal Installations Participating in Advance Post Office Check of Address Cards

Designated post offices with city delivery service will participate.

II. CENSUS OPERATIONS OVERVIEW

A. Operating Phases (6)

Implementation Date

Phase I. Advance Post Office Check of Address Cards, Form D-700A (Buff)	Week of May 14 through 18, 1979 and Period of June 20 through 26, 1979. YOUR REGIONAL POSTAL SERVICE CENSUS COORDINATOR (GENERAL MANAGER, DELIVERY DIVISION) WILL LET YOU KNOW THE SCHEDULED PERIOD YOUR POST OFFICE WILL MAKE THE ADDRESS CARD CHECK. Each delivery unit attached to a post office may not necessarily be included in the review.
Phase II. Advance Post Office Check of Address Cards, Form D-700C (Yellow), Quality Service Review	This quality service (second) review of a small sampling of address cards for each route involved in Phase I will be made on a flow basis between June 12 and September 7, 1979. Post offices will receive notification about this 1 day check.
Phase III. Nationwide Casing Check of Census Mailing Pieces, Form D-6 and Form D-7 (Addressed Area)	March 11, 1980.
Phase IV. Nationwide Delivery of Census Mailing Pieces, Form D-6 and Form D-7	March 28, 1980.
Phase V. Post Enumeration Post Office Check of Address Cards, Form D-707 (Simplified Address Areas)	May 9, 1980.
Phase VI. Change of Address Order and Delivery of Completed Questionnaires	
A) Transcription of Change of Address Order, Form D-704	March 3 through May 3, 1980.
B) Delivery of Forms D-8, Completed (Returned) Questionnaires by Post Offices	Beginning March 31, 1980, to 374 designated census locations.

Note: All post offices will be involved in at least one phase. Instructional material and supplies will be sent to participating offices in advance of the scheduled date for each phase.

B. Postal Service Census Coordinators

1. Regional Office

General Manager, Delivery Division.

2. Management Sectional Center and Sectional Center

Designated managers at these two operating levels serve as the overall coordinators for their area of responsibility.

3. At the Larger Post Offices

a. Manager, Delivery and Collection, acts as the coordinator at the local level. Inquiries from station/branch managers and other delivery supervisors should be directed to that office who will contact the MEC Census Coordinator to obtain information or answers for inquiries he/she cannot supply with certainty.

b. Should the MEC Census Coordinator be unable to respond to the nature of the inquiry, he/she will get in touch with the Regional Postal Service Census Coordinator.

4. At the Smaller Post Offices

Postmaster or designated delivery manager will serve as coordinators and will contact the Sectional Center Census Coordinator in his/her area for any needed assistance.

C. Address Card Shipments

1. Forms D-700A (Buff) will have a computer-printed address, prepared and shipped by Bureau of the Census, 1201 East 10th Street, Jeffersonville, IN 47130 arriving no later than:

a. May 8, Tuesday, at the post offices scheduled to make the check during the week of May 14-18.

b. June 15, Friday, at the post offices conducting the review during the period of June 20-26.

2. Packaging Address Cards for a ZIP Code Area.

a. Address cards will arrive in a cardboard carton marked U.S. Census Address Cards and will show post office name, 5-digit ZIP code, box sequence, and total number of boxes. The carrier route numbers will be identified on each carton and the cards will be in route delivery sequence. Cards are included for each letter delivery route within the designated 5-digit ZIP code area. In lieu of a route identification header, each route in the carton will be banded and separated by a small packet of Forms 2-702 (Blue), Post Office Report of Missing Address.

- b. Cardboard cartons will be enclosed in a shipping box, designed to hold four cartons. Unless an unavoidable situation arises, all cartons for a 3-digit ZIP code will be boxed even though some shipping boxes may not be fully loaded. The mailing address on the shipping box will show the post office name, 3-digit ZIP code, the carrier route numbers for the enclosed address cards, box sequence, and total number of boxes.

D. Mailing Statement and U.S. Postal Service Official Mail Labels

1. Mailing Statement

In accordance with postal regulations, a mailing statement will be furnished your office at least 2 days in advance of address card shipment. Basically, the statement will include: (1) 3-digit ZIP code, post office name, and 2-letter State abbreviation; (2) letter carrier route numbers; (3) number of address cards for each route; and (4) total number of letter carrier routes and address cards for 3-digit ZIP code.

2. U.S. Postal Service Official Mail Labels

- a. Bureau of the Census has received authorization from the U.S. Postal Service to overprint PS Label 80. This overprinted label includes:

- (1) name and address of the Census Bureau Processing Office in New Orleans, LA.
- (2) spaces for entering carrier route numbers.

- b. A sufficient supply of Label 80 (pressure sensitive or moisten type) will be included in the same envelope containing the mailing statement. These labels must be used and placed on the cardboard cartons and shipping boxes containing the reviewed address cards when sent to the NBC for onward dispatch.

E. Postal Service Action

- 1. Contact the NBC Census Coordinator should the cards not be received by the latest arrival date that is applicable to your office. He/she will take necessary follow-up action so that the intended address cards are promptly shipped.
- 2. The U.S. Postal Service has accepted the responsibility for checking address cards for every dwelling location to be certain no living quarters where people may live (either occupied, vacant, or for a special place) has been overlooked.
- 3. Local postal management will use Postal Service Form 3948, Address Card Accountability, prepared in duplicate, for maintaining essential internal control of address cards during the entire review operation. After the cards are reviewed at the main post office or at a delivery unit:
 - a. promptly send the original copy to NBC Census Coordinator.
 - b. keep a copy in post office files.

The NBC Census Coordinator is furnished the original copy of Form 3948 to alert him/her that each post office or delivery unit has

reviewed all cards and is in the process of preparing them for dispatch. Endorse the envelope addressed to him/her "Form 3948, Address Card Accountability" for prompt identification.

NOTE: The Census Bureau may want a copy of Form 3948 from some offices for review and analysis. When such request is received, please make a copy at that time and forward to the address given.

4. Post offices shall return Forms D-700A and Form D-702 as soon as the check by carriers at a delivery unit (3-digit ZIP code) is completed. DO NOT hold the cards until the review is completely done for the entire office unless there is justification for such storage. Dispatch card shipments to your MSC no later than:
 - a. May 22 if your office made the check in the week of May 14-18.
 - b. June 29 if your office performed the review during the period of June 20-24.
5. Postal managers in charge of carriers at each delivery unit must be actively engaged in this review and will be depended upon to exercise the leadership which is essential to a well-organized operation.
6. Postmasters were instructed to start a special census file by Postal Bulletin of May 19, 1977. Supervisors should also create such a file.

F. Participating Employees in Advance Address Card Check at Post Offices

Regular and part-time city letter carriers assigned to letter delivery routes serving residential customers. Should some address cards be received for residential post office households or general delivery service customers, those employees whose assignments cover post office boxes and general delivery service will also participate in this check.

G. Instructions and Supplies - All Phases

1. The necessary instructions and supplies for each phase of the census activities will be shipped to the participating post offices by the MSC Census Coordinator. This will be done in advance and in adequate time to make preparation. Requests for additional supplies should be directed to your MSC Census Coordinator.
2. Installation heads will see that carrier delivery units have all supplies and materials needed. These are:
 - a. Phase I
 - (1) Census Form D-700A (Buff), Address Card
 - (2) Census Form D-702 (Blue), Post Office Report of Missing Address
 - (3) Census/Postal Service Form D-710, Postmaster/Supervisor Instructions - Advance Post Office Check of Address Cards, Form D-700A (Buff) and Form D-700C (Yellow) Phases I and II
 - (4) Census/Postal Service Form D-712, Postal Employee Instructions - Advance Post Office Check of Address Cards, Form D-700A (Buff) Phase I

b. Phase II

- (1) Census Form D-700C (Yellow), Address Card
- (2) Census/Postal Service Form D-712a, Supplemental Postmaster/Supervisor Instructions (Side 1) and Supplemental Postal Employee Instructions (Side 2) - Advance Post Office Check of Address Cards, Form D-700C (Yellow) Phase II Quality Service Review

c. Phase III

- (1) Census Form D-701 (Blue), Post Office Report of Missing Delivery
- (2) Census/Postal Service Form D-711, Postmaster/Supervisor Instructions - Casing and Delivery of Census Mailing Pieces, Forms D-6 and D-7 and Change of Address Order, Form D-704
- (3) Census/Postal Service Form D-713, Postal Employee Instructions - Nationwide Casing Check of Census Mailing Pieces, Forms D-6 and D-7 (Addressed Area)

d. Phase IV

- (1) Census Form D-701 (Blue)
- (2) Census/Postal Service Form D-711
- (3) Census/Postal Service Form D-714, Postal Employee Instructions - Nationwide Delivery of Census Mailing Pieces, Forms D-6 and D-7

e. Phase V

- (1) Census Form D-701 (Blue)
- (2) Census Form D-707, Post Enumeration Post Office Check Address Card
- (3) Census/Postal Service Form D-708, Postmaster/Supervisor Instructions - Post Enumeration Post Office Check of Address Cards, Form D-707 (Simplified Address Areas)
- (4) Census/Postal Service Form D-709, Postal Employee Instructions - Post Enumeration Post Office Check of Address Cards, Form D-707

f. Phase VIA

- (1) Census Form D-704, Transcription of Change of Address Order
- (2) Census/Postal Service Form D-711
- (3) Census/Postal Service Form D-713, Postal Employee Instructions - Change of Address Orders, Form D-704

III. ADVANCE POST OFFICE CHECK OF ADDRESS CARDS, FORM D-700A (BUFF) PHASE I

A. When to Make Check

Your Regional Postal Service Census Coordinator will notify you of the applicable review date for your office as provided in Part II.A., Phase I (week of May 14-18, 1979, or period of June 20-26, 1979).

B. Preparation

1. Before Scheduled Day for Address Card Check

- a. Promptly dispatch any cards and/or mailing statements for another post office that were misssent to you. Use the same cartons and/or shipping box in which the cards arrived for dispatch to correct destination post office. Cards received for stations or branches of your office should be promptly dispatched to those units.
- b. If route adjustments were recently made, or if there is reason to believe that the distribution to identified carrier routes may contain a considerable number of misssorts, have the cards scanned for errors before giving them to carriers for casing.
- c. Review Form D-712, Postal Employee Instructions, on the clock to have full knowledge of the procedures to be followed in making the address card check.
- d. Distribute one copy of Form D-712, Postal Employee Instructions, to each participating employee who will make the address card review so that he/she reads it on the clock prior to any discussion.
- e. Fill in as many parts of Form 3948 as is possible, using the mailing statement for obtaining most of the required data.
- f. Alert business letter carriers for whom you do not receive any address cards and who assure you that there are no living quarters on their routes that they will not perform the address card check. Keep in mind that hospitals, TWCAS's, TWCAS's, etc., are special places that may be located on business routes and must be reported. Form D-702 is used for reporting such places for which an address card was not received.
- g. Arrange to review the postal employee instructions and procedures with the employees involved before the scheduled address card check date. All reviews are on the clock for both managers and employees. Resolve or clarify areas of misunderstanding and answer questions. During the discussion:
 - (1) stress that contrary to normal mail delivery operations, the Census Bureau is interested in knowing where people live or may live in occupied or vacant living quarters within the 5-digit ZIP code area for which address cards are received. Only business locations (no living quarters) are excluded from this review. While delivery of mail is a normal activity of postal employees, the preparation of Form D-702 (Blue) for missed occupied or vacant living quarters and corrected house numbers and the handling of duplicates are the unusual parts of this job.
 - (2) emphasize that all living quarters in multi-delivery units (apartments) and at trailer or mobile homes (parks or courts) where each apartment unit, mobile home or trailer home has a separate receptacle in which the carrier delivers mail must be accounted for as indicated in Part C., Step 1b., Step 2b.(1) and (5) and Step 3b., Postal Employee Instructions.
 - (a) Postal managers, with the assistance of carriers, should generally be familiar with the location of the multiunit residential buildings within the local

delivery boundary and whether or not the individual apartments are designated by a customary number or letter on the door or by some other identification. In a multiunit building, the carrier needs to have knowledge of the within structure location of each living quarters; that is apartment number, letter, or other designation.

- (b) Special attention is necessary to obtain the correct apartment identification information unless the carrier knows how to describe precisely the location of each living quarters lacking an apartment number or letter. This description is essential in order to completely address a census mailing place so that proper and correct delivery is made in a multiunit building. The overall success of the census operation depends upon the necessity for a census representative to be able to go directly to each living quarters, without knowing the names of the occupants, by referring to the description supplied by carriers if the apartment number or letter is not on the doors.
- (c) Have the carrier request the assistance of the owner, manager, or reliable occupant in a particular multiunit building or at a trailer or mobile home court or park to properly resolve an address problem. In such cases, you may want to authorize overtime or auxiliary assistance to get the correct information. The names of occupants are not to be used for identifying the locations of dwelling units. The people may move out and others move in. Census Bureau needs to know where each living quarters is located—not who lives there. (In normal postal operations, the carrier knows exactly where to go to deliver special services mail to all dwelling locations.)
- (3) DO NOT overlook to mention the accounting of several living quarters on a large estate such as butler's apartment, gardener's cottage, etc.
- (4) Cite reporting of special places as covered in Item 8 of instructions for preparation of Form D-702.
- (5) Give attention to apartment houses, mobile home courts or trailer home parks and/or marinas where carriers make a bulk delivery of tenants' mail to a designated point for distribution by the owner or his employee. These are special places and must be so reported by the carriers. See Item 8i of the instructions for completion of Form D-702.
- (6) Stress the importance of accurate and complete address information on the cards, including any corrections or deletions to an address. When the census is actually enumerated in 1980, the correct address data is essential for census follow-up enumerators who may have to visit a customer's home because the resident did not return his/her questionnaire, or for other reasons.
- (7) Accent the reversing of address cards with corrections and those cards with incorrect route number by the carrier before she/he cases them as provided in Part C., Step 2b.(1), (3), and (4), Postal Employee Instructions. This action assures that cards are easily recognized at the time of withdrawal from the case.

(8) Review hyphenated house number in the address, e.g., 48-68 Broadway Boulevard. In some areas a hyphenated number is not part of the official house numbering system, but carriers recognize addresses, e.g., 48-68 or 48 or 68 Broadway Boulevard, as one and the same deliverable address on their routes. If cards are so addressed, no correction is required. The Census Bureau has requested that the hyphen and succeeding numerals (-68) be dropped when a missing address in these areas is reported on blue Form 7-702.

(9) Stress the importance of census work. It cannot be under-rated or assumed to be easy.

(10) Emphasize legibility of all corrections entered on address cards, Forms D-700A, and the entries made on Forms D-702.

2. Day of Address Card Check

a. Distribute address cards identified by route number to the proper carrier. **DO NOT DELIVER THE ADDRESS CARDS.**

b. Have the regularly assigned carrier for the route perform the address card check. Should the regular carrier be on leave, a qualified carrier technician or utility carrier or qualified replacement is to be used. Make certain that the replacement has complete knowledge to accomplish this important review.

c. Arrange for carriers, upon returning from their routes, to check Forms D-700A, Address Card, during the scheduled period (May 14-18, 1979, or June 20-26, 1979) as applicable to your office. Local managers have the option at their offices in scheduling all carriers to make the review on 1 day or by designating different groups of carriers daily to spread the check on 2 or more days within the scheduled period. This arrangement gives supervision the flexibility in selecting the day(s) for the examination based on local operating conditions and thus enhances the objective of achieving top quality work performance by postal employees.

d. Have each assigned carrier perform the address card check on the day designated for his/her route by using overtime if it is necessary and not spread the census functions on 2 or more days.

The only exceptions that may be considered are situations where a carrier is unfamiliar or the manager does not know in a multiunit building the precise apartment identification (number, letter, or within building location) or where it is necessary to resolve an address problem at a trailer or mobile home court or park and additional time is needed to obtain the correct information. See Part III.B.1.g.(2)(a)(b)(c).

e. See that carriers receive a sufficient number of Forms D-702 should the number of such forms enclosed in each address card carton be inadequate for the route requirements.

f. Misroute

(1) Promptly process misroute cards so that they can be distributed to the proper route within the same 5-digit ZIP code. Keep these

cards separate from other mail. If Forms D-702 have already been prepared for those addresses, have carriers destroy them (Forms D-702) and place the address cards (Form D-700A) in proper delivery sequence.

- (2) Box 5 in Part A of Form D-700A, Address Card, is identified MIS-SORT (Give to supervisor - DO NOT mark the box). Card(s) given to the supervisor by the carrier which is for an address on a route in another 5-digit ZIP code is not forwarded. The supervisor marks Box 5 on the card(s) and returns it to the carrier for proper disposition.

IV. RESIDENTIAL POST OFFICE BOX OR GENERAL DELIVERY SERVICE ADDRESS CARDS

There are no plans to send address cards for residential post office boxholders and/or general delivery families. In the event a post office receives some of these cards, postal employees must not check a listing(s) of known residential customers renting post office boxes or using general delivery service in reviewing the address cards that may be on hand. DO NOT have the assigned employee complete Forms D-702 for residents having a post office box or general delivery address for which an address card was not received. See that the employee observes Part D of Postal Employee Instructions in examining the available address cards.

V. ADVANCED POST OFFICE CHECK OF ADDRESS CARDS FORM D-700C (YELLOW) PHASE II, QUALITY SERVICE REVIEW

A sampling of address cards (15 -20) for each route will be sent to your office for this quality service check to be done by your carriers on 1 day. The sampling will consist of all mailing addresses that carriers marked as UNDELIVERABLE in Phase I plus some deliverable addresses on their routes. This review will be made at post offices on a flow basis between June 12 and September 7, 1979. Supplemental procedural instructions (Census/Postal Service Form D-712a), will be included with the shipment of address cards for quality service review.

VI. CHECKING WORK BEFORE ACCEPTING AND SHIPPING

A. Procedure

1. Review the work of each carrier and your own work.
2. Make certain that the prescribed procedures were followed as provided in Parts III and IV of these instructions before you dispatch the address cards reviewed for the advance check in Phase I.
3. Finish completing Form 3948 to show data for each route.
 - a. Record in the appropriate columns the number of blue cards added, the number of cards corrected and the number of cards withdrawn (Duplicate, Business Only, and Misort if so identified by the supervisor and given to the carrier).
 - b. Modify "Blank Cards Added" column to show UNDELIVERABLE CARDS WITHDRAWN. Enter in this column the number of withdrawn cards that were marked undeliverable (including incorrect house number).
 - c. Make the required entries in the last two columns.
 - d. Enter date of return of address cards, date completed, completed by, and signature in the appropriate spaces.

4. Reuse the same cartons and shipping boxes in which address cards were received for returning the cards provided this packing material assures adequate protection in transportation and in subsequent handlings. Be certain that each carton and box is adequately secured to preclude loss of cards.

5. Use overprinted U.S. Postal Service Official Mail Label 80 (enclosed with your mailing statement) for:

- a. entering on each label applied to every cardboard carton and shipping box, the carrier route numbers to identify the enclosed cards. DO NOT overlook these route number entries.
- b. marking a large "X" completely over your incoming mailing address and related information on each carton and shipping box. (This mark out will preclude the possibility of the boxes again being returned to your office.)
- c. dispatching address card shipments through your MSC to the Census Bureau Processing Office. The complete address of this facility is:

Bureau of the Census
New Orleans Processing Office
Nichoud Assembly Facility
13800 Old Gentilly road
New Orleans, LA 70129

B. Incomplete Work

1. Incomplete work will be returned by the Census Bureau to the appropriate MSC Census Coordinator, who, in turn, will dispatch it to the Postmaster at the responsible office. If necessary, it will be completely redone.
2. When work is returned, it means that a postal supervisor approved work which was not thoroughly done and made an improper review.

VII. EXHIBITS

Exhibit A, Form D-700A (Buff), Address Card

Exhibit B, Form D-700C (Yellow), Address Card

Exhibit C, Form D-702 (Blue), Post Office Report of Missing Address

Exhibit D, Instructions for completing of Form D-702 (Blue), Post Office Report of Missing Address

VIII. RETURN OF CENSUS MATERIAL

Local postal management will be advised by the appropriate Census Regional Director in his area as to the disposition of census instructions and supplies.

Exhibit A Form D-700A (Buff)

A. MAKE NO MARK ON THIS CARD IF THE ADDRESS SHOWN (INCLUDING CARRIER ROUTE NUMBER) IS CORRECT FOR AN OCCUPANT OF VACANT LIVING QUARTERS. OTHERWISE, MARK AN "X" IN THE APPROPRIATE BOX BELOW, EXCEPT BOX 5.

- ☐ 1. CORRECTED AS SHOWN IN PART B
 (Make any corrections on the later sheet house number, if house number is wrong, mark box 7 and complete a new card (D-700) for the correct address. If this address is for a special place and the name is omitted, enter it below.)

Special place name	City
--------------------	------

- ☐ 2. DUPLICATE
☐ 3. MIS-SORT (Give to supervisor - DO NOT mark the card)
☐ 4. BUSINESS ONLY (No living quarters)
☐ 5. UNDELIVERABLE - Give reason

B. MAILING ADDRESS

Form D-700A
(11-1-70)

U.S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

ADDRESS CARD

30th Decennial Census - 1980

The release of this information to the Census Bureau is authorized under 29 CFR 201.40(b)(2)(v).

Exhibit B Form D-700C (Yellow)

A. MAKE NO MARK ON THIS CARD IF THE ADDRESS SHOWN (INCLUDING CARRIER ROUTE NUMBER) IS CORRECT FOR AN OCCUPANT OF VACANT LIVING QUARTERS. OTHERWISE, MARK AN "X" IN THE APPROPRIATE BOX BELOW, EXCEPT BOX 5.

- ☐ 1. CORRECTED AS SHOWN IN PART B
 (Make any corrections in part B except house number. If house number is wrong, mark box 7.)

- ☐ 2. DUPLICATE
☐ 3. MIS-SORT (Give to supervisor - DO NOT mark the card)
☐ 4. BUSINESS ONLY (No living quarters)
☐ 5. UNDELIVERABLE - Give reason

B. MAILING ADDRESS

Form D-700C
(9-12-70)

U.S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS

ADDRESS CARD

30th Decennial Census - 1980

The release of this information to the Census Bureau is authorized under 29 CFR 201.40(b)(2)(v).

PRINT

House No.	3. Direction, prefix	Street name or rural route and box No.	Direction suffix	9. If nearest address on same side of street is on a pink card, enter that control number below.
				D.O. ED Serial No. CD
Street type (Mark X) (see ☐ Street ☐ Road ☐ Avenue ☐ Boulevard ☐ Lane ☐ Other	7. Apartment, trailer, or multiple house designation (If any)		10. Full name of householder (If known)	
City	5. State	6. ZIP code	11. Physical location (rural route used or other distinguishing features)	
8. If special place, enter name			Code	
U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS POST OFFICE REPORT OF MISSING ADDRESS 1960 Decennial Census - 1960				CENSUS USE ONLY D.O. ED Serial No. SL 12. Exp. initials 13. Route No.

The release of this information to the Census Bureau is authorized under 36 CFR 265.430(2)(v).

U.S. GOVERNMENT PRINTING OFFICE: 1977-498-965

REVERSE

Card _____ of _____ Cards

[illegible]

FD-302a (Rev. 10-6-95) State and all applicable items (8 through 13) on top of card are completed where appropriate.

INSTRUCTIONS FOR COMPLETING FORM D-702 (BLUE), POST OFFICE REPORT OF MISSING ADDRESS

Item 1. Enter the house number. Example: 70, 1521/2, 4005B.

Item 2. Enter street name and direction (if any). DO NOT abbreviate street name.
 Example: N Elm (prefix direction and street name)
 Maple SW (street name and suffix direction)
 Disregard rural routes and box number

Item 3. Mark "X" to indicate street type. If "other" specify type such as Court, Drive, Circle, etc.

Items 4, 5, and 6. Enter city name, two letter State abbreviation and 5-digit ZIP code.

Item 7 - Upper Part.

- If only one housing unit is missing in a multiunit structure or at a trailer or mobile home (park or court), enter missing apartment number, letter, or precise location within the structure or trailer or mobile home designation.
- When address cards are not received for two or more different structures (living quarters) having the same house number and street name, including street type and direction prefix or suffix, complete a separate card for each such missing living quarters and enter the descriptive location. Example: front house, cottage at rear, apartment over garage near main house, etc.

Item 7 - Lower Part. If there are two or more apartments (or trailers or mobile homes) missing, enter an "X" in the box and list the apartment or trailer or mobile home designations on the back of the card. Also, see Item 14.

Item 8. If the missing address provides special living arrangements for a group of people, fill one blue card for the address and enter the special place name. Special place includes:

- a. Rooming or boarding houses so indicated by a sign.
- b. Transient type places such as hotels, motels, YMCA's, YWCA's, tourist homes, missions, Salvation Army shelters.
- c. Places that provide care such as hospitals, homes, and schools for the handicapped, treatment centers or halfway houses for alcoholics, drug addicts, etc., rest homes, old age homes, orphanages, homes for unwed mothers. Any living and sleeping facilities for staff members in dormitories should be considered part of the special place and a separate blue card (Form D-702) must not be prepared for such living quarters.
- d. Places that provide custody such as jails, reformatories, detention homes, homes or schools for delinquents. Any living quarters for staff members should be considered part of the special place and preparation of a separate Form D-702 for such facilities is unnecessary.
- e. Schools or camps which provide facilities for staff or students to live and sleep at the place such as college dormitories, fraternity houses, and medical school dormitories.
- f. Places where people belonging to religious orders or organizations live and sleep such as convents, monasteries, retreats, seminaries.
- g. Military installations and Coast Guard stations.
- h. Workers' dormitories, including migratory workers' camps, such as labor houses, bunkhouses, logging camps.

1. Apartment houses, mobile home or trailer parks and courts, or marinas receiving bulk delivery (drop) of mail to a designated point and the owner arranges for distribution of mail to the residents.

Items 9, 10, and 11. DISREGARD

Items 12 and 13. Enter your initials and route number (if applicable).

Reverse Side, Top Right. Enter card sequence and number of cards completed for the same basic street address.

Item 14. List the designations of all missing housing units (two or more) under the column APARTMENT, TRAILER, OR MOBILE HOME DESIGNATION at the same basic street address shown on front of this card (Items 1, 2, and 3). CIRCLE TRAILER WHEN LISTING MISSING UNITS AT A TRAILER OR MOBILE HOME COURT OR PARK. List each designation separately; do not use ranges. For example: list 1, 2, 3, 4, or A, B, C, D on separate lines rather than 1-4 or A-D on a single line. If an apartment number or letter is not on the door, describe location such as 1st floor; 2nd floor, southside; apartment in basement or attic, etc. Use the back of a second or subsequent blue card, if necessary, completing Items 1 through 7 on the front of each one and then secure them together for the same basic street address.

Attachment 2

MINORITY REPORT AS OF JUNE 30, 1980

Headquarters City	Total Employees	# Black	% Black	# Hisp.	% Hisp.	# APA	% APA	# A.I.	% A.I.	Total Minority	% Minority	# Female	% Female
Boston, MA	36,696	3,115	8%	1,001	3%	114	-	78	-	4,308	12%	23,775	65%
New York, NY	30,995	10,460	34%	3,821	12%	236	1%	73	-	14,590	47%	17,190	55%
Philadelphia, PA	32,059	7,508	23%	492	2%	119	-	22	-	8,141	26%	21,781	68%
Detroit, MI	35,833	7,449	21%	669	2%	72	-	109	-	8,299	23%	24,767	69%
Chicago, IL	37,499	8,577	23%	1,337	4%	183	-	65	-	10,162	27%	23,985	64%
Kansas City, KS	34,324	2,829	8%	388	1%	101	-	298	1%	3,616	11%	23,896	70%
Seattle, WA	22,266	659	3%	507	2%	186	1%	687	3%	2,039	9%	14,835	67%
Charlotte, NC	29,249	9,336	32%	282	1%	98	-	103	-	9,819	34%	19,917	68%
Atlanta, GA	45,860	12,879	28%	1,749	4%	109	-	105	-	14,842	32%	30,271	66%
Dallas, TX	40,898	9,827	24%	4,128	10%	154	-	54	-	14,163	35%	28,958	71%
Denver, CO	30,010	1,872	6%	2,746	9%	163	1%	1,926	6%	6,707	22%	20,734	69%
Los Angeles, CA	46,960	6,576	14%	6,741	14%	1,520	3%	432	1%	15,269	33%	27,490	59%
TOTALS	422,689	81,087	19%	23,861	6%	3,055	1%	3,952	1%	111,955	26%	277,599	66%

Attachment 3

THE STATUS OF ENUMERATION AS OF JULY 12 IN THE FIFTEEN LARGEST URBAN AREAS
ARE AS FOLLOWS:

Area	Followup #1 Status	Phase I F.U. #2	Phase II F.U. #2	Local Review #DD's Printed at RCC
New York	97%	S	S	6 of 20
Chicago	98%	62%	12%	9 of 16
Los Angeles	C	81%	38%	9 of 14
Philadelphia	C	C	74%	5 of 5
Houston	88%	0%	0%	0 of 4
Detroit	C	46%	33%	3 of 6
Dallas	95%	44%	0%	2 of 3
San Diego	C	98%	50%	3 of 3
San Antonio	C	97%	10%	2 of 2
Baltimore	C	C	80%	3 of 3
Honolulu	C	C	32%	1 of 1
Indianapolis	C	C	S	2 of 2
Phoenix	C	C	46%	2 of 2
D.C.	C	C	38%	2 of 2
Memphis	C	C	94%	2 of 2
Atlanta	C	99%	64%	2 of 2

C - Complete
S - Started

MAIL-RETURN RATES FOR THE FIFTEEN LARGEST URBAN AREAS

<u>Area</u>	<u>Mail-Return Rate As % of Occupied Units</u>	<u>Mail-Return Rate As % of Mail-Out</u>	<u>% of Mail-out Not Delivered</u>
New York	69.1	63.0	4.3
Chicago	80.3	70.2	6.0
Los Angeles	84.7	77.6	2.3
Philadelphia	74.4	66.2	3.9
Houston	73.1	61.3	7.2
Detroit	83.7	77.1	1.4
Dallas	82.9	70.7	5.2
San Diego	81.1	71.3	5.1
San Antonio	88.7	75.7	6.6
Baltimore	91.8	84.2	2.3
Honolulu	79.1	69.7	3.2
Indianapolis	91.6	81.3	3.9
Phoenix	82.4	71.3	2.9
D.C.	81.0	75.3	2.1
Memphis	86.5	76.3	4.2
Atlanta	88.9	73.6	7.2

Attachment 5

ING GOALS IN 15 LARGEST CITIES AT THE BEGINNING OF THE ENUMERATION PERIOD *

Area	FU #1 Enumer. Goal	Percent Staffed 4/26
New York	8205	69.0
Chicago	5923	68.6
Los Angeles	6110	77.8
Philadelphia	1962	80.8
Houston	2697	23.7
Detroit	2178	64.0
Dallas	1834	45.5
San Diego	1285	86.6
San Antonio	861	78.6
Baltimore	1213	70.9
Honolulu	373	76.1
Indianapolis	917	58.3
Phoenix	1268	81.7
D.C.	806	82.7
Memphis	799	84.7
Atlanta	778	85.8

The "goal" represents our best estimate of personnel needs derived from assumptions about the mail-return rates, difficult to enumerate areas, and worker productivity. They are valid only as initial estimates and changed over time and between the 15 designated cities.

Mr. ROSENTHAL. Please proceed, Mr. Anderson.

**STATEMENT OF WILLIAM J. ANDERSON, DIRECTOR, GENERAL
GOVERNMENT DIVISION, U.S. GENERAL ACCOUNTING OFFICE;
ACCOMPANIED BY JACK KAUFMAN**

Mr. ANDERSON. Thank you, Mr. Chairman.

It is obvious that you read our testimony rather closely, sir, from some of the questions you asked. I guess I could recap it briefly and request that the statement be entered into the record.

Mr. ROSENTHAL. Without objection, the statement will be included in the record.

Mr. ANDERSON. The principal points that were discussed in the two reports upon which our testimony was based where, first, that the Census Bureau encountered quite a few problems in developing the mailing list that was a principal part of the taking of the census this year. There were problems with the Postal Service. There were problems with fleshing out the list that extended right down to the day that the census was taken.

It is a matter of high probability that the final lists were less than complete. I think the Bureau of—

Mr. ROSENTHAL. It is a matter of high probability that the final lists were less than complete.

Mr. ANDERSON. Not all of the Census Bureau's fault.

Mr. ROSENTHAL. Where was this true?

Mr. ANDERSON. I would say that this was true just about across the country. I would say that it stemmed from two causes that our work indicates.

On the one hand, quite a bit of reliance was placed on the Postal Service. In fact, the Postal Service was responsible for adding many addresses, on the order of 6 million or 7 million addresses starting from the basic mailing list that the Census Bureau started with in major urban areas.

It is also a fact, though, that, despite the 7 million that were picked up, tests that the Census Bureau have conducted indicate that the Postal Service missed a number of addresses. They had three different opportunities with respect to major urban areas. There was an advance mail check about 10 months prior to census day; one in March; and then finally the time of delivery check. It appears that with each one of those checks the Postal Service succeeded in identifying more addresses. However, it also appears that they missed about 30 percent of the addresses that were missing at each time these tests were conducted.

Mr. ROSENTHAL. You mean in each one of the three tests there was a 30-percent negative factor, a 30-percent loss, or what?

Mr. ANDERSON. This figure was derived from tests that the Census Bureau conducted itself. In order to keep the Postal Service honest, the Bureau would suppress, in their terminology, I believe, a certain number of valid addresses and then see if the Postal Service picked them up in the course of its check. These tests were the ones that indicated that the Postal Service was in fact missing large numbers of addresses.

Mr. ROSENTHAL. Thus those people, a large number of people presumably, did not get the census—

Mr. ANDERSON. Well, there were other tests that were being conducted simultaneously. I made a little list here of the various things that might result in an address or a household ultimately making it to the census. With respect to people living in a major urban area, I identify around nine separate incidents that might have resulted in an address being identified.

First is the initial mail list and all the problems that they contain. They were outdated generally, in some cases very much outdated, up to 10 years according to an official of ADVO Systems.

But first there was an opportunity to pick up an address. The advance post office check which was conducted in major urban areas; unfortunately, because of delays it was not performed in small urban and rural areas.

Next, there was the prec canvass; starting with the advance post office check results, the mail list results, they went out and physically traversed all the various streets in the districts and tried to identify additional addresses. Before census day there was a casing check, whereby postal employees were supposed to consider their total routes, determine the number of addresses, and identify any discrepancies.

The time of delivery day: There was another opportunity for the Postal Service to pick up a missed address. As part of its followup processes, the Census Bureau will be going out and rechecking vacant and nonexistent addresses, supposedly, and also checking what I phrase as questionnaire anomalies. Those are at least two more opportunities to pick up missed addresses.

In addition, the local community check could lead to possible canvasses.

Finally, there is the outreach effort.

I would like to make one point, Mr. Chairman, which I think is relevant to a lot of the complaints that have been received from the mayors and various cities. It was that the Census Bureau provided data before these important steps and followup two had been accomplished—for example, all of the unclassified addresses that were referred to earlier. In fact, the data that the cities received was sent out knowing that a lot—40,000 I think was the number that I heard—one city—had not been resolved yet as to whether there was a vacant house there or there was no house there or whatever the case may be.

I think that it is probably fair to say that, had the Census Bureau's, by final tabulations after the various followup procedures had been performed, the cities would have been much less prone to complain. In that regard, we have some additional information on the magnitude of the complaints. You heard 56 of 100. We have figures, our Census Bureau figures, that speak to a much larger universe. They have now sent out about 34,702. Local communities have been provided with data for their review; 4,372 have responded to the Bureau of the Census. This information was obtained just this week; 4,372. Of those, 40 percent are contesting the Census Bureau's—

Mr. ROSENTHAL. That is after the first go-around? The second go-around?

Mr. ANDERSON. That was after followup one. I think it was to be anticipated that, despite all the redundant review steps to date, that there was still more checking to be done.

Mr. BARABBA. You say "contesting." It is really following the local review procedures of saying, as we together review these numbers, we find a discrepancy. Now, if you want to call that contesting the count, you can; but I do not think that is the intent of the word "contest."

Mr. ROSENTHAL. Did you find deficiencies in their original mailing list in addition to whatever problems the Post Office had?

I worry about the original mailing list. I see a letter here from Speaker O'Neill to Mr. Barabba saying that the city of Boston felt that the census list was grossly deficient.

What kind of list did you use in Boston?

Mr. BARABBA. The same kind of list.

I think the point, Mr. Rosenthal, as has been indicated here by Mr. Anderson, there is a whole list of things that happened to those lists after we started with them.

Mr. ROSENTHAL. I understand that.

Mr. BARABBA. Each one of those—

Mr. ROSENTHAL. You started out with lousy lists in the first place that made the job much more difficult.

Mr. BARABBA. If there was a perfect list, we would have bought it. They were not in existence.

Mr. ROSENTHAL. I understand what you are telling me: There was not a perfect list around. So you bought the best you could get.

Mr. BARABBA. And then —

Mr. ROSENTHAL. With the second-best list, you had a 69 percent hiring opportunity on enumerators. So, you were starting out with two strikes against you. Right?

Mr. BARABBA. Well, I do not think that was a strike against us. We went into that procedure knowing that the lists were deficient and designed a process to improve them to the level where they would be acceptable. We followed that process.

Mr. ANDERSON. I would say there were two key control features that did not work as well as could have been hoped, Mr. Chairman. On the one hand, the Postal Service checks did not correct the original lists to the extent hoped for, obviously.

In addition, I would say that certain of the prec canvassing operations of the Census Bureau suffered from a lot of things including unhappy employees, perhaps less-than-optimum management being brought to bear on what these people were doing, undesirable working conditions, the things that were alluded to earlier by Mayor Koch, especially in the central cities, the curbstoning whereby, given the fact you might be taking your life in your hands walking up those five flights of stairs. The Census Bureau has detected such situations and taken corrective action. I think a host of things contributed to the fact that the count has been less than complete.

That is one of the reasons why in 17 districts across the country today followup one has not yet been completed.

Mr. ROSENTHAL. You are running way behind time.

Mr. BARABBA. I do not know where he got that number.

Mr. ROSENTHAL. I do not know either. Where did you get the number?

Mr. ANDERSON. From the Census Bureau, sir.

Mr. ROSENTHAL. I figured.

Mr. BARABBA. I would like to know the date of that report. If you are talking about the offices in New York—

Mr. KAUFMAN. July 17.

Mr. ROSENTHAL. Take a look at his list, Mr. Barabba.

Mr. BARABBA. My feeling is, if you had plenty of time, you could probably work this thing out to a reasonable degree of accuracy. But you have to have this job done by December 31, and you are going to get it to win, lose, or draw.

Mr. BARABBA. Yes. When you say win, lose, or draw, we do not mean anything at this point that shows us we will not complete every activity that we originally planned.

Mr. ROSENTHAL. Completely, legitimately, and fairly?

Mr. BARABBA. Yes, sir. One of the things—

Mr. ROSENTHAL. Why is everyone so nervous with you then?

Mr. BARABBA. I really do not understand it.

Mr. ROSENTHAL. It is not a personality thing?

Mr. BARABBA. It might be; I don't know.

Mr. ROSENTHAL. The problem is, I think, a lot of people are trying to anticipate difficulties. They want to set the ground rules so that, when they come back to make the issue, they say: We told you so and so, and we told you on so and so. And it is really kind of frustrating.

Mr. ROSENTHAL. But you know yourself that in large parts of urban areas accurate counts are virtually impossible. I know that myself.

Mr. BARABBA. Let me deal with that a little bit. Mayor Koch said we would only send one person up to some of these difficult areas and the power companies send teams of two. Let me tell you what the Census Bureau does. Instead of using standard team enumeration, 10 enumerators working together, we use blitz teams in difficult-to-enumerate areas. Blitz teams consist of 5 to 20 enumerators under supervision who work in one block, groups of blocks, or large buildings at the same time.

Mr. ROSENTHAL. Where are these blitz teams working? How many blitz teams do you have?

Mr. BARABBA. They worked in northeast Manhattan, south Manhattan, South Bronx, southwest Bronx, southeast Queens, north central Brooklyn, central Brooklyn, southeast Brooklyn, and then northeast Manhattan, and north central Brooklyn area.

Mr. ROSENTHAL. How many people do you have in these blitz teams?

Mr. BARABBA. There are 5 to 20 people.

Mr. ROSENTHAL. How many blitz teams do you have?

Mr. BARABBA. As many as work in those particular areas; I don't know—

Mr. ROSENTHAL. You gave me 10. So, you have 150 people straightening out the census.

Mr. BARABBA. It is an example, by the way, of how you deal with the problems of not having enough enumerators. You put them together in a team and you work the area. But it is primarily of what the mayor said. That is a tough town to work in.

Mr. ROSENTHAL. Talk about being flexible. I mean, we are modifying a lot of procedures just to deal with those issues. Now, he says we don't do it. But in fact we do.

Mr. ROSENTHAL. Why does he say you don't do it?

Mr. BARABBA. I don't know why. Maybe that—

Mr. ROSENTHAL. His people are out in the streets.

Mr. BARABBA. The mayor's special assistant that you have commended as doing such a fine job, could have easily found out that we actually did that. Why didn't he report that to the mayor?

Mr. ROSENTHAL. I don't know.

Mr. ANDERSON. Mr. Chairman, I took the precaution last month of visiting a couple of the census offices up in New York—

Mr. ROSENTHAL. Me, too.

Mr. ANDERSON [continuing]. In the South Bronx and in north Manhattan. I know some of the managers there were mighty unhappy folks with. No. one, the work habits of a large part of the people that they were relying on to get the job done.

We had a staff at one office whereby an office should have been staffed by 35 or so people. One-half hour after normal scheduled starting time, the GAO auditors and the census manager and another manager were the only people there.

We do know that the view was expressed that the test that the Census Bureau was administering in identifying people qualified to work for them apparently was not screening out a lot of people who really gave management problems in seeing that the job was done right.

Mr. ROSENTHAL. Have you seen these blitz teams at all?

Mr. ANDERSON. No, sir, I have not.

Mr. ROSENTHAL. Have you ever heard of them before?

Mr. ANDERSON. I have a man that has been working out in the field that is in the room. I would like to turn to him and ask him about them.

Mr. ROSENTHAL. Ask him.

Mr. JURKIEWICZ. I have not seen any blitz teams.

Mr. ANDERSON. When is the last time you were out at—

Mr. JURKIEWICZ. Last week in Philadelphia.

Mr. ANDERSON. That does not mean they do not exist, but he has not seen them.

Mr. ROSENTHAL. Are these blitz teams a fiction of your imagination?

Mr. BARABBA. No, sir, they are not.

Mr. ROSENTHAL. Have you got the names of anybody who has been on these blitz—

Mr. BARABBA. I would be happy to provide them.

[The information follows:]

Number	District Office		Area Within District Office	Approximate Time Blitz Occurred	Employee Names on List
	Name	Address			
2202	N.E. Queens, NY	Jamaica Queens Village and Jamaica Flushing		7/16-7/25 7/16-7/25 7/16-7/25	1 2 3
2203	W. Queens, NY	Flushing South Ozone Park		6/16-6/20 6/16-6/29	4 5
2240	N. Manhattan, NY	Area within boundary intersected by Edgecombe Ave. on the East and North, Saint Nicholas on the West and W 150th Street on the South		7/2-7/3	6
2241	Northeast Manhattan	Harlem - East Harlem		6/2-6/6	7
2242	East Manhattan	Area within boundaries of 70th and 77th Sts., Park and 5th Ave. Area within boundaries of 2nd and 3rd Aves. and 99th and 102nd Sts. Area within boundaries of 5th and 6th Aves. and 28th to 34th Sts.		6/19-7/2 6/19-7/2 6/19-7/2	8 9 10
2243	South Manhattan	Area, A, B, C and D, East 12th, 13th and 14th Sts., Edridge St., Stanton St., Delancy St., and Livington St.		6/16-7/10	11
2244	West Manhattan	Chelsea, West Midtown and Southern Harlem on West Side		6/16-7/7	12
2245	South Bronx	Entire Office Area		4/22-6/14	13

District Offices, Areas Within and Dates When "Blitz" Enumeration Occurred

Ward	District Office	Area Within District Office	Approximate Time Blitz Occurred	Employee Names on List
2246	East Bronx	Co-op City	4/21-7/8	14
2247	Northeast Bronx	Apartment buildings at 20 W. Maholu Parkway and 40 W. Maholu Parkway	7/1-7/16	15
2248	Southwest Bronx	Area within boundaries of Major Deane on the East, River on the West, Tremont on the North and Cross Bronx Expressway on the South	7/13-7/19	16
2250	Southeast Queens	Jamaica	7/8 - 7/30	17
2251	Northeast Brooklyn	Area within boundaries of 8th and 9th Aves. and 49th and 50th Sts. Area within boundaries of 7th and 8th Aves. and 50th and 52nd Sts. Area within boundaries of Bedford Ave., Lafayette, Carlton Fort Greene Projects Bed Hook and Park Slope West of 123rd and Brooklyn Heights	Detailed dates not known, occurred between 4/23-6/17	18 19 20 21 22 23
2253	Northeast Brooklyn	McKinley & Hill St., Melrose St. & Central Ave., Wilford St. & Adline St., Heron St., and Bushwick Ave., Horwath Ave. & Logan St., Seigel St. & Bushwick Ave., Palmer Ave. & Sutter Ave., Moore St., and Bushwick Ave., Selzer & Logan St., Varot St. & Bushwick St., Orlid Ave. & Crescent St., Doscher St. & Oriskany Ave., Gessat Ave. & Flodin Ave., Fountain Ave. & Hill St. (Copy Hill Ave.) (continued on next page.)	5/12-8/1	24

Number	District Office		Area Within District Office	Approximate Time Blitz Occurred	Employee Names on List
	Name	Address			
2253	Northeast Brooklyn (Continued)		Bedford Ave., S. Fourth St., S. Ace St., S. Fourth St., S. Third St., Grand St., & Metropolitan Ave. St., Second St., Bedford Ave., Grand St., S. Fourth St., & Roebling St., S. Third St., & Roebling St. St., Third St., & Driggs Ave., S. Second St. Mc Kinley St., Shastan Ave., & Grant Ave. Liberty Ave., & Fourvell St., Grant Ave., Sheraton Ave. Lincoln Ave., & Autumn St., Stag St., & Union Ave. & Leonard Ave., Faxe Ike-Leneyck St., Nonstrose Ave., Scholes St., Herserole St., & Union Ave. Aloriet, Droe St., Power St., Union Ave. & Lor- wick Ave., Bravy Ave., & Kosciusko St., Hart St., & Union Ave., Lawton Ave., & Dodworth St., Myrtle Rushwick Ave., & Soydam St., Myrtle Ave., & Birdy Ave., & Melrose Ave., & Jefferson Ave., Myrtle Ave., & Willoby Ave., Jefferson St., & Troutman St. Hiram St., & Stockholm St., & Stanhope St. & Halsey St., Cavert St., & Green St., Eldert St. St., & Manhattan Ave., & Clay St., & Eagle St. Mc Ginnis Blvd., & Manhattan Ave., Meserole St. & Tenneyck Walk, Tenneyck St., & Stag St., & Manhattan Ave., Division Place, Debeboise St., & Morgan Ave., Leonard St., & Marick St., Haujer Ave., Harman St., & Green Ave., & Bleecker St., & Grood St., Palmetto St., & Gates Ave., Fayette St. & Beaver St., Locust St., & Park Ave., Jefferson St., & Troutman St.,	6/23-7/7	25
2255	South Brooklyn		Buildings-O'Dwyer Gardens 2951 W. 33rd. St. Reptune Housing 2955 W. 29th St. Sea Park - East & West, 2930 W. 30th St. M.V. City Housing 1610 Herward Ave. Coney Island Site 9 Housing. (Continued on next page.)		

District Offices, Areas Within and Dates When "Blitz" Enumeration Occurred

Number	District Office		Area Within District Office	Approximate Time Blitz Occurred	Employee Names on List
	Number	Name			
2253		South Brooklyn (Continued)	1601 Chever House, Carey Gardens, 2964 W. 23rd. St. 2949 West 19th St. West 27th St. Between Surf and Hermaid Hermaid between West 29th & 33rd. Sts. Hermaid Ave. between West 31st., 32nd., and 36th West 28th St. Along Hermaid Ave.		26 27 28 29 30
2256		South East Brooklyn	Apartment Buildings at 2303 Ave. D, 2574 Bedford 2310 Clarendon Road, 301 East 23rd.	5/16-6/7	31

LIST 1

District Office 2202 (Date: 7/14-7/25)

Enumerators:

Christine Bracken
Maureen Conisalez

LIST 2

District Office (Date: 7/14-7/25)

Enumerators:

Elizabeth Martinez
Patricia Galente
Sonia Aponte
Maria Fonte

LIST 3

District Office 2202 (Date: 7/14-7/18)

Enumerators:

Harriet Wieboldt
Margaret Anderson

LIST 4

District Office 2203 (Date: 6/16-8/20)

Field Operations Assistant:
Gerry Maralcano

Crew Leader:
Louise Gumnitz
Ingrid Husek

Enumerator:
Arlene Dismano
Antoinette Cuzzanti
Aida Tissio
Jenny Feik
Carol Giancone
Christine Neumeyer
Linda Perrera
Rose Coster
Lillian Wichloson
Grace Salstay
Beverly Grund

Quality Control Crew Leader:
Tommy Willsen

Quality Control Enumerators:
Barbara Giamundo
Wilma Pete
Fran Pizzo

LIST 5

District Office: 2203 (Date: 6/16-6/29)

Field Operations Assistant:

Dorothy Sullivan

Quality Control Crew Leader:

Tommy Willson

Quality Control Enumerators:

Barbara Giamundo

Wilma Pets

Fran Pizzo

Crew Leader:

Louise Gumnitz

Ingrid Husek

Mary Jane Bennett

Enumerator:

Arlene Diumao

Antoinette Cuzzanti

Aida Tizzio

Jenny Folk

Carol Giancone

Christine Neumeyer

Linda Perrera

Rose Coster

Lillian Nicholson

Grace Belatay

Beverly Grund

LIST 6

District Office 2240 (Date: 7/2-7/3)

Crew Leaders:

Frank Pacheco

Meenakshi Agrawal

Enumerators:

Janice Dash

Robert Sweet

Sergio De Leon

Gloria Campbell

LIST 7

District Office 2241 (Date: 6/2-4/6)

Crew Leaders:

Alpheus Marcus
 Ronald Bowers
 Steven Glusman
 Jannice Swinney
 Linda Jones
 Marvin Campbell
 Freddie Gallo
 Christina Bailey
 Jose Santiago
 Louis Vasallo
 Kenny Rivera
 Leoncio Gomez
 Luz Maria Martinez
 Dennis Wales
 Anthony Nieves

Enumerators:

Mercedes Figueroa
 Veronica Mesmith
 Lester Bryant
 Deborah D. Brooks
 Ruth White
 Quentin Farrell
 Irene O'Brien
 Mattie Atkinson
 Tanya Green
 Judy Brook
 Angell Wray
 Yvonne Brogdon
 Kimberly Brown
 Lee Ann Wilson
 Mildred Cruz
 Esther Feliciano
 Luis Hernandez
 Roslyn Burgess
 Carlos Padua
 Regina Hopkins
 Maria Martin
 Edwin Lozano
 Debra Bolletig
 Darlene Woodward

Enumerators:

Thomas McCravy
 Julie Frazier
 Suretta White
 Charmaine Harris
 Carol McKenzie
 Emilio Ortiz
 Thomas Harrell
 Clovis C. Crayton
 Steven Small
 Betty Nelson
 Fred Riley
 Arnet James
 Emma Jackson
 Olive N. Jones
 Chantale Francois
 Delores Gossett
 Evelyn Ormasas
 Calvin Brown
 Joseph Franqui
 Melvin Nichols
 Victor A. Barreto
 Edwin Layas
 Denise Managault
 Roy Hamilton

LIST 8

District Office 2242 (Dates: 6/19-7/2)

Crew Leaders:

Richard Martel
 Bernie Lee
 William Dellafield
 Ken Weisman
 Jim Harper

Examiners:

Vincent Stephanelli
 Meredith Serna
 Mark Nolan
 Paul Chama
 Richard Frenzel
 Pat Russell
 Mary Mack
 Anna Santiago
 Elliot Gottlieb
 Andrew Lynton
 Larry Mykirus
 Jaernette Jones
 Garland Hynes
 Antonio Carrion
 Maria Voukizes
 Carl Weyer
 Ed Kockin
 Hank Williams
 Solace Mitchell

LIST 9

6/19/72

District Office 2242 (Dates: 6/19-7/2)

Crew Leader:
Kevin Richards

Enumerators:
Checo Rian
Arind Firidilthal
Ricardo Santiago
Alexander Parris
Ronaldo Toro

LIST 11

District Office 2243 (Dates: 6/16-7/10)

Field Operations Assistant:

Noemi Velazquez

Crew Leaders:

Michael Stephens

Elvin Barbosa

Stanley Rosenberg

Jim Neuman

Marlette Bernabe

Robert Kohler

Enumerators:

Sandra Gibbs

Joyce Spann

Celestine Torres

Alicia Stephens

Arthur Dolinsky

George Macaluso

Jeanne Oliver

Barbara Cichon

Harry Gebron

Guy Oubero

Wilfred Rodriguez

LIST 10

District Office 2242 (Dates: 6/19-7/2)

Same as List 7

LIST 12

District Office 2244 (Dates 6/16-7/7)

Crew Leaders:

Siegel
 Ballard
 Finelt
 Acosta
 Foxer
 Gibbon
 Boxman
 Rudd
 Jones
 Lindsey
 Rosenfeld
 Kalb
 Davis
 Pinsley
 Bernbach
 Cassis

Enumerators:

Long Molina
 Bridges Bowles
 M. Davis Williams
 Shariff Thompson Simon
 Ron Highby Laverne
 Patsy Highby Cassis
 Melina Ager
 George Plaganes Harvey
 Harold Harrison
 Reuklig
 Gerwick
 Silber Spitz
 Garrido
 Silverman
 Shernoff
 Wm. Allen
 Cole
 Allegretti
 Tinsley
 Grey
 Goemay
 Poole
 Webb
 Turner
 Smolick
 Colletis
 Shea
 Napoli
 Molina
 Meyers
 Tobin
 Billers

LIST 13

District Offices 2245 (Date: 4/22-6/14)

Crew Leaders:

Henry Barton
Linda Navarez
Cecilio Casillas
Larry Cruz
Charlie Smith
Anthony Dennis
Leola Dixon
William Howard
Dennis Oates
Russell Morris
Elaine Taylor
John Skeete
Lemula Shipman
Charlene Woods
Joan Singleton
William Howard
Charles Smith
Elaine Taylor
Clete Davis
Wesley Ranson
Alvin Stewart

Enumerators:

Yolanda Rodriquez
China Jones Pruitt
John B. Miller
Carolyn May
Willis Wilson
Johnnie Gadsden
Clementine Sewer
Sheila Boone
Mary Gwyn
Robin Jenkins
Yvonne Atwell
Dannell Agost
Terri Zumpkin
John Doctor
Karen Campbell
Rhonda Griffin
Blancia Fuentes
Vernia Andrus
Linda Kimbrough
Sedwick Butter
Azalea Jones
Sandra Steiplin
Roy Buffons
Stanley Johnson
Linda Best
Leonard Austin
Sandra Cardinali
Patricia Capaei
Stephanie Reid
Virginia Ganoss
Jane E. Warren
Evelyn Greene
Robertta Brinson
Kordeles Williams

LIST 13 (Continued)

Enumerators:

Sharon Dopen
 Ed Matthews
 James Smith
 Michael Jusino
 Bernard Johnson
 Hassen Allah
 Calvin Yancey
 Mary Ann Smith
 Stella Polanco
 Maureen Wade
 Steven Buck
 Alve Baherfulton
 Jose Rodriguez Cortez
 Antonio Valentin
 Julia Cotto
 Victor Cordero
 Rigmald Coleman
 Liza Johnson
 Debra Huff
 Jesus Rodriguez
 Jonett Ackeum Acraem
 Jenett Foulks
 Daliah Anglin
 Leuguan Haynes
 Steven Frazier
 Lorin Bush
 Henry Taylor
 Mattie Wilkins
 John Cruz
 Earl Trice
 Susan Murray
 George Mc Pherson
 Debbie Carnbello
 David Rodriguez
 Charles Brown
 Daniel Cross

Enumerators:

Shepla Boone
 Jerry Lavaughn
 David Bruce
 Hubert Johnson
 Lewis Garfield
 Marybel Morales
 Robert Montanez
 Ruben Mejias
 Darren Miles
 Kerwin Rivera
 Charles Johnson
 Dora Dickerson
 Joann Alerse
 Nancy Williams
 Jose Bernandez
 Rita Knowings
 William Cabon
 Wanda E. Suiliar
 Jose Slantos
 Marjorie Benton
 Lorrian Whater
 Katherine Smith
 Edward L. Smith
 Roger Mullins
 Aaron Lawrence
 Stanley Dash
 Mark A. White
 Lamar Hedbetter
 Andrea Craig
 Jeanette Lester
 Patricia Belton
 Deborah Jordan
 Cheryl Lassiter
 Robert Morris
 Rhonda Salters
 Farisia Sherd

LIST 13 (Continued)

Enumerators:

Anthony Marcus
Terri Shaw
Carshenia Cherry
Ronald Stokes
Annette Parker
Frances Nieves
Joseph Stephenson
Patricia Phillips
Michael Wiggins

IST 14

district Office 2246 (Date: 4/21-7/8)

Crew Leader:

Simon Perlmutter

Enumerators:

Al Gordon
Robert Miller
Sylvia Ruis
Hector Rocha
Steven Hochhauser

LIST 15

District Office 2247 (Date: 7/1-7/16)

Crew Leader:

Bernie Graciano

Enumerators

Lula Robinson
Yvette Page
Hub Silver

LIST 16

District Office 2248 (Date: 7/13-7/19)

Enumerators:

Marjorie Beauchamp
 Jacqueline Dalton
 Maria Diaz
 Robin Smith
 Felix Ocasio
 Serfin Barrios
 Reginald Martinez
 Jose Torres
 Patrick Tamasius

LIST 17

District Office 2280 (Date: 7/8-7/30)

Crew Leader:

Bernard Sydnor

Enumerators:

Henry Smith
 Beverly Von Lare
 William Robinson
 Ruth Braxwell
 Wanda Burkett
 Helen McCoy
 Willess Mitchell

LIST 18

District Office 2251 (Date: 4/23-6/17)

Enumerators:

Yolanda Sanchez
 Lia Harris

LIST 19

District Office 2251 (Date: 4/23-6/17)

Enumerators:

Maggie Feliciano
 Mildred Maranda

LIST 20

District Office 2251 (Date: 4/23-6/17)

Enumerators:

Perry Craig

Leslie Campbell

LIST 21

District Office 2251 (Date: 4/23-7/17)

Enumerators:

Joseph Henry

Denise Lee

William Fountain

LIST 22

District Office 2251 (Date: 4/23-6/17)

Field Operations Assistant:

Lowell Green

Crew Leader:

John Antonides

V. David Spivey

Howard Mills

Danielle Mortimer

Bob Rosenthal

Carmello Cruzado

Gordon Harris

Miquel Gonzalez

LIST 23

District Office 2251 (Date: 4/23-8/17)

Enumerators:

Kenneth Leiner
 Charles Fisher
 Barbara Kamin
 Jeanette Brenna
 Victoria Bourzac
 Elizabeth Lopen
 Roy Herschaft
 Daniel Leiner
 Linda Badalamenti
 May Tyler
 John Wojnacki

LIST 24

District Office 2253 (Dates: 5/12-8/1)

Crew Leader:

Yolanda Tirado

Enumerators:

Anthony Garrett
 Nancy Santiago
 Emilio Trotman
 Laverne Eason
 Lonnie Patterson
 Jean Berrios
 Charlotte Myers
 Wayne Harrison
 Derek Reese
 Carmen Santana
 Phil Green
 Alata Grila
 J. Ramon Rodriguez
 Louis Alvarez
 Jose Cabera

LIST 25

District Office 2255 (Dates: 6/23-7/7)

Crew Leader:
Bill Trotes

Enumerators:
Tony Manniello
Israel Jacobs
Suzanne Straight

LIST 26

District Office 2255 (Dates: 6/23-7/7)

Crew Leader:
Debbie Mullen

Enumerators:
Marie Borriello
Elaine Battaglia
Craig Malsment

LIST 27

District Office 2255 (Dates: 6/23-7/7)

Crew Leader:
Said Saleth

Enumerator:
Bill Jarves

Participated as a team

LIST 28

District Office 2255 (Dates: 6/23-7/7)

Crew Leader:
Doris ThompsonEnumerator:
Bill Buck

Participated as a team

LIST 29

District Office 2255 (Dates: 6/23-7/7)

Enumerators:
Joe Gaftick
David Fischer

LIST 30

District Office 2255 (Dates: 6/23-7/7)

Crew Leaders:
Vic Maillen
Saled Salem

LIST 31

District Office 2256 (Dates: 6/23-7/7)

Crew Leaders:
Ray Dawson
Revia Williams

Mr. ROSENTHAL. I do not know why your testimony always comes so different than everybody else's.

Mr. BARABBA. I have the same question. Look at the testimony we had the last time and the allegations that were made when Mayor Jackson came up and said this is going to be an absolute disaster. And I can tell you today—

Mr. ROSENTHAL. He is still saying it.

Mr. BARABBA. We could match his estimate of his own city housing unit for housing unit. Now, I don't call that a disaster. And he got up here again today and made the same kind of allegations. You should be asking him, what's the evidence to support his allegation? They just sit up here and make these grandiose statements: do this, that. And they don't have any evidence to do that. You ask us to give you the name and address of everybody.

Mr. ROSENTHAL. You haven't given us the name and address of anybody.

Mr. BARABBA. All the times you have asked for the specifics, we have provided them for you.

Mr. ROSENTHAL. All you tell us is that you have blitz teams.

Mr. BARABBA. You want the name and address; I will be able to give them to you.

Mr. ROSENTHAL. We do.

Mr. BARABBA. We will be happy to provide them.

Mr. ROSENTHAL. How much time have these blitz teams been out blitzing?

Mr. BARABBA. I can't answer that question—

Mr. ROSENTHAL. But we really have to know.

Mr. BARABBA. At the moment, I don't know the answer to the question.

Mr. ROSENTHAL. I know you can't get an accurate count. You know you can't get an accurate count. The question is, what are we going to do about it?

Mr. BARABBA. We have submitted to you our plan for dealing with the decision for adjustment. We think it is sound. We think it is professional. We think it is an acceptable plan. For some reason, everybody up here so far says we must be ordered to do it. And I find that very interesting.

We have not precluded making an adjustment.

Mr. ROSENTHAL. Professor Hauser, do you have any comments you want to make before we all adjourn for lunch?

Mr. HAUSER. I would like to make a very brief one. I think that, on the whole, Dr. Barabba and I are in complete agreement on the fact that adjusted data would be closer to the truth than unadjusted data. The only real problem of significant difference might be stated this way. The adjustment procedure which the Bureau has built into their operations, as Mr. Barabba has said, will with the present time schedule not result in adjusted data in time for apportionment of the Congress.

Mr. ROSENTHAL. I know you are not a lawyer. Do you see a constitutional problem with that apportionment?

Mr. HAUSER. I see that there may be a constitutional problem. That is the issue of the Detroit case.

Mr. ROSENTHAL. Right.

Mr. HAUSER. My point is this: Even though Mr. Barabba says they would have gross estimates, meaning that more refined estimates would be possible by the end of 1981 and subsequently, my point would be that even the gross procedures in time for apportionment would provide statistics closer to the truth than the unadjusted data.

The argument might be stated this way: Should you, because you don't have the best possible adjustment, do no adjustment at all? My point is that, if you make adjustment even on gross data, you get closer to the truth for apportionment purposes—

Mr. ROSENTHAL. But you are not going to do that, are you? Are you going to do that?

Mr. BARABBA. That is not in our program at this point.

Mr. ROSENTHAL. Then you are not going to have such a good count.

Mr. BARABBA. No—

Mr. HAUSER. May I suggest one other alternative? I do not think it would be impossible for the Congress, if necessary—these are, after all, legislative-enacted dates—to defer these dates if the Congress shall decide they want a better adjustment.

Mr. ROSENTHAL. Should we do that, Mr. Barabba?

Mr. BARABBA. I would not want to comment on that, Mr. Rosenthal. Let me just make sure that we understand the difference between Professor Hauser and myself.

Professor Hauser has said that even the gross approximation would be closer to the truth—

Mr. ROSENTHAL. If you could adjust it.

Mr. BARABBA [continuing]. Than no adjustment at all. And that is true for the national estimate.

Mr. ROSENTHAL. Right.

Mr. BARABBA. Where you might run into a difficulty with an elected body—let's make an assumption that the 435th seat is allocated to one State over another State on the basis of, let's say, 300 people.

Mr. ROSENTHAL. An adjustment or a count?

Mr. BARABBA. An adjusted count. We have adjusted the count. We allocate it through this formula—

Mr. ROSENTHAL. That is what we did in 1970; right?

Mr. BARABBA. No; that is not true. I think Mr. Garcia misstated that one.

We now go ahead and we make that adjustment on the basis of the gross approximation. Then, as we usually evaluate census data, we continue to evaluate it. We find that in the refinements of this evaluation that, if we had waited, that those 300 people really did not belong in that State; they belonged in the other State. My question is: Do you think the members from the State who did not get the designated member would be satisfied with the—

Mr. ROSENTHAL. I do not think that is a question for you to ask, very frankly, or for me either.

I think the point Professor Hauser makes is, on balance, the total census qualitatively would be improved for apportionment if you make some adjustment, period. Is that not your position?

Mr. HAUSER. On average.

Mr. ROSENTHAL. On average. Well—

Mr. HAUSER. That means in some places you would be adding more—

Mr. ROSENTHAL. I do not think you have the legal authority to add that additional ingredient. You have got to do the best job you can scientifically—

Mr. HAUSER. Statistically—

Mr. ROSENTHAL. Mr. Anderson, your man, who is out in the field—did anybody ever tell you about these blitz teams before? Have you ever heard that before?

Mr. JURKIEWICZ. No, I have not.

Mr. ROSENTHAL. How many district office managers have you talked to? Where have you been?

Mr. ANDERSON. GAO is going to a total of 40 district offices, Mr. Chairman.

Mr. ROSENTHAL. Have you been in New York—around there at all?

Mr. JURKIEWICZ. New York, Philadelphia, Cleveland, and Detroit.

Mr. ROSENTHAL. How many district office managers have you talked to?

Mr. JURKIEWICZ. Twenty-two to date.

Mr. ROSENTHAL. And none have told you about the blitz teams?

Mr. JURKIEWICZ. Not on my visits.

Mr. ROSENTHAL. You are doing a good job of keeping them undercover.

Mr. BARABBA. They are only working in New York City.

Mr. ROSENTHAL. Only in New York City.

Mr. BARABBA. Correct.

Mr. ROSENTHAL. Koch never heard of them. His man never heard of them. The GAO guy never heard of them.

Mr. BARABBA. Yes, sir, that is right. They have not heard of them.

Mr. ROSENTHAL. Who told you that you have blitz teams?

Mr. BARABBA. A regional director, when I questioned him—

Mr. ROSENTHAL. You better call—

Mr. BARABBA (continuing). After Mr.—

Mr. ROSENTHAL. Give him a call.

Mr. BARABBA. After Mr. Koch made the allegation on national television that we were not doing it. I said: "Bill, explain to me why we're not doing that." He says: "We are not only doing it; we're doing it with blitz teams."

Mr. ROSENTHAL. Why don't you call that guy up and see if he is telling you the truth?

Mr. BARABBA. I wouldn't degrade his integrity and professionalism to ask if he told me the truth.

Mr. ROSENTHAL. No?

Mr. BARABBA. I would be happy to get you the names and the addresses of the individuals.

Mr. ROSENTHAL. Has anybody here in this room bumped into any blitz teams anywhere?

(No response.)

Mr. ROSENTHAL. I never heard of it.

Thank you very, very much.

The subcommittee stands adjourned.

(Mr. Anderson's prepared statement follows:)

United States General Accounting Office
Washington, D.C. 20548

FOR RELEASE ON DELIVERY
EXPECTED AT 10:00 a.m.
Thursday, July 31, 1980

STATEMENT OF
WILLIAM J. ANDERSON
DIRECTOR, GENERAL GOVERNMENT DIVISION,
BEFORE THE
SUBCOMMITTEE ON CENSUS AND POPULATION
COMMITTEE ON POST OFFICE AND CIVIL SERVICE
HOUSE OF REPRESENTATIVES
AND THE
SUBCOMMITTEE ON COMMERCE, CONSUMER, AND
MONETARY AFFAIRS
COMMITTEE ON GOVERNMENT OPERATIONS
HOUSE OF REPRESENTATIVES
ON
BUREAU OF THE CENSUS'
DEVELOPMENT OF THE MAIL LIST,
PERSONNEL POLICIES AND PROMOTION
FOR THE 1980 CENSUS

I am pleased to appear at your request to testify on our reports "Problems in Developing the 1980 Census Mail List," issued on March 31, 1980, and "Problems in Test Censuses Cause Concern for 1980 Census," issued on June 3, 1980. I am accompanied by Mr. Jack Kaufman, who was responsible for the audits leading to these reports.

PROBLEMS IN DEVELOPING THE MAIL LIST

In our report on the mail list, we discussed the problems the Census Bureau encountered in developing a mail list for about 90 percent of the estimated 86 million households and 222 million persons. The other persons, primarily in sparsely-settled areas, have been or are being counted by the traditional door-to-door canvass. A mail list serves as the basis for mailing out questionnaires and as the control list of the nonrespondents for followup activities.

To initially compile its master mail list--called the address register--the Bureau purchased addresses from commercial mailing list firms for major urban areas and physically canvassed the other areas. The Bureau had developed computerized geographic files for the major urban areas that provided street address ranges needed to code addresses to various levels of census geography. Data identification is needed so that tabulations can be associated with the proper geographic area. However, for rural and small urban areas not covered by these files, the Bureau must identify addresses and must code them manually to lower level census geography, such as blocks and enumeration districts. Maps are produced for these areas, and enumerators canvass the areas to identify addresses. The Census Bureau refers to this latter operation as "prelisting."

The Bureau used two procedures to update and refine the mail list developed from the purchase of addresses and the prelist operation. The Bureau physically canvassed (precanvassed)

those areas covered by the commercial mailing list, and for all areas the Bureau contracted with the U.S. Postal Service to review the list for accuracy and completeness. The Bureau planned for the Postal Service to make three reviews of the list: the first, about 10 months prior to census day; the second, on March 5, 1980; and the third on March 28, 1980.

The Bureau also developed some post-census-day operations to identify missed addresses. For example, the Bureau is recanvassing the rural portion of the prelist area. Also, the Bureau is checking for differences in the number of housing units in a building as shown in the address registers and the number reported by respondents to the census questionnaire. In addition, the Bureau is providing address and population counts to local communities. The communities are asked to report any large discrepancies between Bureau housing counts and their housing estimates. The Bureau will recanvass areas as time and resources permit.

Rural and Small Urban Areas

Commercial mailing lists, even if available, were not appropriate for rural and small urban areas. Therefore, the Bureau had to resort to a complex, labor-intensive effort (physical canvassing) to identify households in these areas.

In developing the mail list for rural and small urban areas, the Bureau encountered operational problems which delayed completing the canvassing operation. This delay was

a major cause in cancelling the important first post office check of the mail list, which, as stated above, was scheduled for 10 months prior to census day. This cancellation put a greater work burden on the Postal Service and on the Bureau in the last few weeks before census day.

Prelist activity in rural and small urban areas was late in getting started, about 12 weeks on the average. The canvassing and listing which the Bureau thought would take about 4 weeks at each office actually took between 16 and 24 weeks in most cases. The various census offices had staggered start and completion target dates, and overall, listing operations originally expected to take 3-1/2 months took 8 months.

Several problems contributed to the late start and extended operations:

- The delayed preparation of prelist area maps created a ripple effect on subsequent prelist activities.
- The poor quality of the maps hindered canvassing. Many prelist maps were inaccurate, too small in scale for marking address locations, and often difficult to read.
- Listing workloads for many prelist geographic areas were greater than planned, causing alteration of work assignments, and hiring of more personnel.
- High enumerator turnover and unexpectedly heavy workloads made full staffing difficult to achieve and maintain.

The Bureau took several actions to compensate for these problems, including:

- hiring and assigning additional enumerators,
- using experienced Bureau regional staff to assist in the operation, and
- hiring additional supervisors to assist in recruiting and training enumerators.

Unfortunately, some of these actions were not taken quickly enough to overcome all of the problems delaying listing operations.

Major Urban Areas

Another aspect of developing the mail list for the 1980 census--that is, obtaining addresses for major urban areas--also fell short of Bureau expectations. The Bureau experienced limitations with the quality of commercial mail lists, which provided fewer and more inaccurate addresses than expected for major urban areas.

Complete and accurate mail lists are not available for those parts of major urban areas where only limited demand for a commercial list exists. For example, the president of the mail list firm which supplied most of the purchased addresses, including the ones for New York, testified in March 1979 before the House Subcommittee on Census and Population that his company had probably not mailed anything to the South Bronx portion of New York City for 10 years. When an area has a high poverty

rate, as does the South Bronx, a firm has no incentive to maintain a current list for such purposes as commercial advertising.

Moreover, mail lists developed and maintained by commercial firms generally consist of residential mailing addresses that sometimes contain the name of the addressee but usually lack the complete mailing address, such as apartment unit designations. This type of address, although incomplete, does not affect delivery because postal carriers can usually identify the specific mailing address using the addressee's name and street address.

However, because census questionnaires distributed in major urban areas do not include the name of the addressee as part of the mailing address, the Bureau requires greater detail. Addresses for census use must contain the following elements: house number, street name and type, directional prefix and/or suffix, post office name, State name, and zip code. In addition, addresses must contain, where applicable, apartment designation or location description for each unit in a multiunit structure as well as site or lot numbers for residential sites in trailer courts. These specific address elements provide increased control in counting households by identifying those questionnaires mailed back and those requiring followup activity.

The Bureau expected that the commercial mail lists prior to postal corrections would provide coverage rates between

80 and 90 percent. Based on the Postal Service reviews, the overall accuracy of the mail list for all the major urban areas was a little below 80 percent. However, the accuracy rates for many urban areas fell far below this level. Corrections from the first Postal Service review of the mail list indicate that about 30 percent of the areas had address change levels above 20 percent. For example, Albuquerque had about a 35 percent change in its mail list; Honolulu, 44 percent; Phoenix, 58 percent; and Austin, 30 percent. Some of the largest urban areas also had high change rates: New York and Chicago (29 percent each); and Detroit (24 percent).

The Bureau physically canvassed the major urban areas to improve the mail list. The operation was originally scheduled for January 31, 1980. However, because of problems with other operations, the canvassing was delayed and did not start until February 21. Therefore, canvassing was performed under severe time constraints. Some quality controls that could have helped were deleted.

QUALITY CONTROLS OVER POSTAL REVIEWS COULD IMPROVE LISTS

The Postal Service provides a valuable check through successive reviews of the census mail lists. However, it does miss a sizable number of addresses in each review. The Bureau evaluates the quality of the Postal Service reviews by withholding a sample of addresses. The results of these evaluations show that the Postal Service generally can be expected to miss an average of 30 percent of the withheld

addresses. In an evaluation made during the 1980 census, preliminary results indicate the Postal Service missed about 38 percent of the withheld addresses. The Bureau has found that the quality of the Postal Service's review improves with the quality of the list provided. Overall, the miss rate by the Postal Service is not alarming when it is provided a good list and when successive reviews are made. Some of the Bureau's lists for the major urban areas, however, were not of that quality. Also, the list developed for the rural and small urban areas was not reviewed during the first of the three post office checks.

To improve on its operation and in response to our findings, the Postal Service added a quality control to its procedures. That control involved a reconciliation between Postal Service records on the number of residential delivery points and the combined number of questionnaires and add-address cards already prepared. When the combined number of questionnaires and add-address cards was less than the number of addresses on a route, and the carrier could not reconcile the discrepancies, the missing addresses would be identified and add-cards prepared. We did not review the effectiveness of this control.

PROBLEMS IDENTIFIED IN TEST CENSUSES

In our June report, we identified problems that occurred in test censuses preparatory to the 1980 census and actions taken by the Bureau to remedy these problems. Because of these problems, the Bureau significantly overran scheduled

test census completion dates. Bureau officials advised us that if the 1980 census process fell behind schedule, procedures for taking the census would have to be altered or eliminated. These changes would affect procedures designed to improve population coverage and data quality.

The principal problems experienced in the test censuses were: low mail response, difficulties in recruiting and retaining personnel, and lower than expected productivity.

To improve mail response rates during the 1980 census, the Bureau used a full scale promotion, including: advertising with the assistance of the Advertising Council, public information, communications with national organizations, and a grassroots program. The promotion appears to have been successful because the mail response rates attained were better than in the test censuses. The mail response rate determines to a great degree the amount of followup work required.

In the test censuses, recruiting shortfalls and high turnover delayed the completion of followup enumeration. The Bureau expanded enumerator recruiting and training programs. However, the basis for enumerator pay--the major cause of high turnover in the test censuses--remained generally unchanged. Also, the Bureau did not revise its strategy to take advantage of the part-time work force.

Bureau and GAO surveys of enumerators who worked on test censuses showed that inadequate pay was a primary factor in enumerator resignations. Piece work payment scales which

Bureau established for enumeration in the 1980 census not reflect all test census experience.

Test census production records indicate that average enumerator productivity in most test censuses was generally low that which would be required in the 1980 census to earn advertised wage. And some enumerators may not even earn minimum wage. For the 1980 census, the Bureau obtained an exemption from the minimum wage provisions of the Fair Labor Standards Act.

Although the Bureau expanded enumerator recruiting for the actual census, it did not, with some minor exceptions, make advantage of the part-time labor force. It directed its recruiting efforts at prospective employees available for 40-hour work weeks. Bureau studies show that the most productive time for enumeration work is in the evenings and on weekends and that each weekday contains only 4 to 5 hours in which enumeration work is likely to be productive. Experience in the 1980 census shows that most enumerators have worked a part-time schedule although they were hired as full-time employees.

Bureau data showed that the Bureau did not fully meet staffing goals for the 1980 census. For example, as of early May, the Bureau had on its rolls 70.2 percent of the required number of enumerators. Four of the 12 regions had less than 70 percent: New York (59.5 percent); Dallas (62.9 percent);

Philadelphia (64.4 percent); and Denver (67.1 percent). The Bureau considers that a regional office with less than 70 percent is having recruiting problems.

The census followup operations at the district offices generally started about a week late in mid to late April and were originally scheduled to be completed by July 8th. But Bureau reports show that as of July 11 only 16 of the 385 offices at which mail lists were used had finished the followup operations. Moreover, as of that date, 41 of these offices had not started the second stage of the followup operations. The Bureau had estimated that each stage of the operations would require about 4 weeks.

This concludes my prepared statement. I will be happy to respond to any questions you may have.

[Whereupon, at 2:25 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

APPENDIXES

APPENDIX 1.—STATEMENT BY HON. NEWT GINGRICH, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF GEORGIA

TESTIMONY TO BE ADDED TO THE RECORD
OF THE JOINT HEARINGS
OF THE
SUBCOMMITTEE ON CENSUS AND POPULATION
AND THE
SUBCOMMITTEE ON COMMERCE, CONSUMER AND MONETARY AFFAIRS
OF THE
COMMITTEE ON THE POST OFFICE AND CIVIL SERVICE

BY

CONGRESSMAN NEWT GINGRICH, GEORGIA

July 31, 1980

(275)

Mr. Chairman, I would like to add the following to the record:

A number of county and municipal governments in my district have complained about problems with the "preliminary" census. From what they tell me field errors and Census Bureau methodology have resulted in undercounts. Because this will have such a serious economic impact on my district, I feel compelled to register a complaint and to ask that this joint subcommittee do all it can to encourage the President and the Census Bureau to work with local officials to make sure that a correct count is recorded.

Most of the complaints I have received have been about mistakes in the number of housing units. In some cases entire apartment complexes have been missed altogether or listed as one unit. The Bureau has admitted that occupied housing exist in some areas but they can not be counted because no forms were turned in for them. In some cases triplex and duplex housing was counted as one unit and there were problems with an accurate count where an apartment complex overlapped district lines. In one subdivision alone the water and electric meters in use indicate an undercount of 490 housing units.

There are also problems with vacancy calculations. In many cases it is running between 2% to 10% higher than can be substantiated by actual vacancies. At least one major apartment complex was surveyed while it was undergoing major renovation

(2)

it's average 90% occupancy is expected to resume once it reopens.

Obviously, with an undercount in housing and an overestimated rate of vacancy there will be an undercount in population per household. In some cases, however, the Pop/hh figures seem to be too low, as in the case of an expanding community outside Atlanta which has an unusually high number of young families in it with more than the 2.53 formula. The same is true for numerous low-rent housing complexes.

When the average taxpayer looks at the cost of the census and then at the results so far, he is dismayed. Local government is now having to go over the same ground, at its own expense, to challenge the work done so far, or if funds are not available, they simply have to accept the undercount with all its punishing economic implications. One of my county commissioners noted that he could take one fourth of the money originally spent to survey his county, hire schoolteachers who are out for the summer, get a solid survey and still have for his county three fourths of the original amount spent with a better census, more money in the pockets of his local people and do it with less time spent in the field. I'm inclined to agree that he is probably correct.

Mr. Chairman, as examples of what I'm talking about I'm including prepared statements from the cities of Carrollton and Griffin, Georgia. I want to thank you and the members of the Subcommittees for your consideration.

CARROLLTON, GA.

As you are aware the 1980 preliminary counts provided to us by the Bureau of the Census under the Local Review Program were not consistent with the development and growth we have all observed in Carrollton since 1970 nor were they consistent with population projections prepared by both public and private sector organizations for Carrollton in recent years.

In brief the important data elements reflected by the preliminary counts are as follows:

	<u>1970</u>	<u>1980</u>	
Population	13520	13075	3.3 decrease
Housing Units	4379	5303	21.1 increase
Population/Household	2.87	2.53	.34 decrease
Vacancy Rate	-	10.1% (515 units)	-
Group Quarters	-	1467	-

The 3.3% reduction in population was particularly surprising in view of two factors reflected in the data; 1) a 21.1% increase in housing units from 1970 to 1980 and; 2) the fact that 1980 figures include West Georgia College students living on campus and 1970 figures do not. (WGC students on campus are reflected in the group quarters category. The preliminary figures showed 1239 of the total 1467 in group quarters as WGC students.)

Upon receipt and review of the preliminary figures the City immediately undertook to prepare a response in accordance with Bureau of Census Local Review Program guidelines. Based on the results of our local review efforts we formally advised the Bureau of the Census of the following problems we feel resulted in the undercount reflected in the preliminary figures.

- 1) The 10.1% vacancy rate is far above the actual number of vacant units in Carrollton. Our survey indicated only 320 vacant units.
- 2) Of the 320 vacant units, 215 are located at the Brookwood Apartment complex which was under construction renovation at the time of the Census count. During previous years occupancy has been above 90% and upon completion of the renovations a return to this level can be reasonably expected. This high vacancy rate, though localized and temporary, will have a disproportionate effect on our overall vacancy rate for years to come.
- 3) The Office of Student Services at West Georgia College has certified to us that on Census Day there were 1632 students living on campus. However, the group quarters count for the enumeration district in which West Georgia College is located showed only 1239 on campus students.

also, we are very concerned about the drop in Pop/HH from 2.87 in 1970 to 2.53 in 1980. Because this figure is developed from Bureau of the Census computations it is difficult for us to produce data to the contrary. However, our Pop/HH is lower than that calculated for our 1978 Comprehensive Survey (3.2), lower than the average (2.84) developed for the Southern region by the Census Bureau in 1978 and lower than the adjoining geographic area with similar demographics.

We have concluded that while the housing count contained in the preliminary figures is substantially correct (based on our staff housing count), the vacancy rate is in error, the number of students living on campus at West Georgia College is in error, and the population per household is incorrect. Consequently, we have filed a challenge to these preliminary figures in accordance with Local Review Program guidelines. This challenge is now under review at the District Office in Rome and we are hopeful that a careful review will result in more accurate data when final figures are determined.

To this point the District Office Staff under the direction of Mr. Ed Craft have been most cooperative as we work through the Local Review process. We anticipate our relationship will continue to be constructive with the mutual purpose of obtaining the most accurate count possible.

However, we are obviously not satisfied with the preliminary figures and feel that both field errors (vacancy rates, number of college students, etc) and methodology (the computation of the Pop/HH) have resulted in our undercount. It is our hope that Census officials will give full and careful consideration to all the points raised by our local response.

GRIFFIN, GA

We have completed the local review of the 1980 Census housing data that we received on 1 July 1980. We do not agree that there has been a decrease in the number of housing units within the legal boundaries of the City of Griffin since 1970 based on the following evaluation. The construction and demolition permits in the Building Official's office indicates that 827 new units have been built and 293 units have been demolished since 1 January 1970, or a net increase of 534 housing units. When this is added to the 1970 count of 7598 the 1980 housing count should be 8132, not 7136 as shown on the review list.

The residential utility records were also used for comparison. Since data were not furnished by block count it is difficult to accurately compare the review list. However, we find a gross error in Enumeration District 0451 of BNA 9906. The review list shows 98 units. Our utility address records list 495 units, which means that 397 housing units are not counted in this district. We are enclosing a list of all streets in this district with the number of units on each street.

The preliminary review list shows a decrease in the population count since 1970. We do not agree with this either. Since our records show an increase in housing units, we must consider that there has been an increase in population. Therefore, we request that you investigate both the housing and population counts so that our city will have a Census that reflects more accurate data.

APPENDIX 2.—BUREAU OF THE CENSUS' RESPONSES TO QUESTIONS
SUBMITTED BY CONGRESSWOMAN GERALDINE A. FERRARO



UNITED STATES DEPARTMENT OF COMMERCE
Bureau of the Census
Washington, D.C. 20233
OFFICE OF THE DIRECTOR

SEP 3 1980

AUG 27 1980

Honorable Robert Garcia
Chairman, Subcommittee on Census
and Population
Committee on Post Office and
Civil Service
House of Representatives
Washington, D.C. 20515

Dear Bob:

This is in further response to your letter of August 4, 1980, transmitting certain questions submitted by Congresswoman Ferraro in connection with the July 31, 1980, hearing on the 1980 census.

Our answers to those questions are enclosed.

If we can be of further assistance, please let us know.

Sincerely,

VINCENT P. BARABBA
Director
Bureau of the Census

Enclosure

Responses to Questions Submitted by Congresswoman Ferraro
As a Result of July 31, 1980 Hearing on the 1980 Census

1. Mayor Koch testified that as of the hearing date, preliminary population and housing counts were available for only 4 of the 20 Census District offices in New York.

--What is the status of the preliminary count for each of the remaining District Offices?

Local review figures are being furnished in two forms (computer tape and printout) to the City of New York and the dates for each district office are listed below. These are not the preliminary counts; they will be released when the district offices close.

District Office	Tape	Printout
Staten Island	8/5 7/28*	7/18
N.E. Queens		8/22 (about)
W. Queens		8/29 (about)
N. Manhattan	7/28	7/30
N.E. Manhattan	7/28	7/21
E. Manhattan	8/5	8/5
S. Manhattan	8/1	7/30
W. Manhattan	8/1	7/30
S. Bronx	8/1	8/1
E. Bronx	8/11	8/11
N.W. Bronx	8/4	8/1
S.W. Bronx	8/11	8/11
N.W. Queens	8/1	7/30
S.E. Queens		8/25 (week of)
N.W. Brooklyn	7/23	7/21
N.C. Brooklyn		8/25 (week of)
N.E. Brooklyn	8/11	8/11
C. Brooklyn		8/22 (about)
S. Brooklyn	7/28	7/28
S.E. Brooklyn	8/12	8/12

*First Tape Defective

--What is the timetable for reporting the preliminary count for each of the remaining District Offices to city officials?

Local review figures for the five remaining offices are expected to be furnished to the City between August 22 and August 29.

--What are the primary reasons for the delay in turning the counts over to the local officials?

The need to complete all required activities, including rechecking those housing units designated as "unclassified," in order to provide housing unit counts of high quality for review purposes.

In order to challenge the preliminary counts must the city file a challenge within 10 days from receiving the preliminary counts for each District Office?

We expect the City to submit most of its questions concerning the local review counts within the 10 days so that the district office can begin reviewing and resolving possible problems as quickly as possible. The City, of course, should send its comments on a flow basis. If a continuing review finds additional significant problems after the 10 days, the City should submit them and every effort will be made to review them.

3. Obviously, the census is weeks behind schedule in New York. Consequently, how can the Bureau expect the City to comply with the 10 day review/challenge period when it is unable to maintain its own schedule?

Although the census in New York City is behind schedule, it was not unexpected to a certain extent because of the difficulty of enumeration in certain areas. However, that difficulty has no bearing on the local review process because once the counts are available--providing the local officials are prepared in accordance with previously furnished information--the actual review should not take any longer than if the general schedule had been met. In one sense, "late" delivery by the Bureau provides additional time for the City to prepare itself for the review process.

4. Has the Bureau published in the Federal Register any formal rules for local review? If not, why not?

No. The Bureau notified all 39,500 local officials directly of the plans and rules for local review. An attempt was made to keep the general framework of the Local Review Program fairly flexible so that local governments were able to submit whatever evidence they believed pertinent to assist the Bureau in identifying problems specifically.

5. Will the Bureau check out each discrepancy claimed by local officials regardless of the margin of difference between the preliminary census counts and the city's figures. If not what will trigger a recheck? Is the criteria published?

The Bureau will recheck responses received from a local government to the extent allowed for by available time and other resources. Basically, the review will start with the area of largest difference and continue until the limit is reached. The Census Bureau has allowed for a certain amount of recanvassing nationally. The amount of recanvassing authorized in a particular district office or region depends on the status of the census operation in the area and the resources available for recanvassing.

6. Is there any source or type of information the Bureau will not consider as acceptable for the purpose of challenging the preliminary census housing and population counts?

The general guideline is that the Bureau is being very flexible in the types of local data that are considered hard evidence for the Local Review Program since we were not and are not able to develop a totally exhaustive list of locally available sources. Some possible sources were suggested in the guidelines provided to the local officials; however, all of the suggested sources and the general guidelines provided were related to counts or estimates of housing units, not population, except for the population in group quarters. In a few instances, the Bureau has rejected sources, such as gallage flows of sewage, water consumption, and tonnage of garbage collection, because of our inability to use such information to pinpoint blocks or units possibly missed in the census. We also indicated in the guidelines that the local data should be fairly current--that is, for 1978, 1979 or 1980.

7. Mayor Koch testified that local governments are restricted by the Bureau to challenging only preliminary housing unit counts. Is this correct? And, if so, why?

The intended focus of the Local Review Program is housing units, in order to identify areas of the city where we have missed apartment buildings, whole blocks, etc. Local officials are not encouraged to examine population counts except for those in group quarters or institutions because unless missed population is pinpointed to specific addresses so that we can add a missed housing unit with people, the only way to verify missed people would be to go back and "knock-on-every-door" and in effect reenumerate the housing units which have already reported information on persons living there. This would be impractical for monetary and public relations reasons, and we have instituted other procedures to locate missed within-household population; for example, the nonhousehold sources operation, the "Were You Counted?" campaigns, casual counts, etc. Furthermore, the local review numbers are issued prior to the execution of the vacant-delete program and completion of the unclassified resolution program. These two field procedures add substantial numbers to the preliminary population totals.

8. If a particular city preferred to challenge population counts by block, enumeration district, or tract, would the Census Bureau accept this challenge and reconcile the differences?

Probably not, although the Bureau would look carefully at the source material for the challenge. The Local Review Program is not designed to use population counts effectively, as stated in the answer to Question 7.

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